R4800-2A

THE PRESIDENT, rejecting a compromise in the dispute over who belongs on the U.S. Commission on Civil Rights, has fired three commissioners—an action that has prompted lawsuits and bills to place the agency under Congressional jurisdiction.

See Page 13.

THE SECRETARY of Education, in recent speeches, has assured rural educators that they will receive an "equitable share" of federal funds and has asked private-school officials not to seek changes in the Administration's tuition-tax credit bill.

See Pages 10 and 13.

THE JUDGE in the New Jersey "moment-of-silence" case has declared that the law is unconstitutional because it "does jeopardize the religious liberties of members of the community" and breaches the separation between church and state. An appeal is likely, legislators say.

See Page 6.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 9 · November 2, 1983 *© 1983 Editorial Projects in Education*

E.D. Seeks 1985 Budget Increase To Fund Reforms

By Thomas Toch

WASHINGTON—In a sharp reversal of policy, the U. S. Education Department has called for a substantial increase in federal education spending and new federal initiatives in education in its fiscal 1985 budget, which was submitted for review several weeks ago to the Office of Management and Budget, according to informed Administration sources.

The department has requested approximately $16 billion for fiscal 1985, the sources confirm, an increase of about 22 percent over the Administration's fiscal 1984 request and about $800 million—about 5 percent—more than the $15.22 billion recently appropriated by the Congress for education during fiscal 1984.

The new initiatives included in the budget are intended to promote "excellence" in the schools, according to a senior Education Department official. They include a program of "forgivable" loans, budgeted at approximately $50 million, to encourage top students to become elementary- or secondary-school teachers and a plan to use the department's Fund for the Improvement of Postsecondary Education to help universities and consortia experiment with alternatives to the current practice of training teachers in education schools.

The Education Department's budget proposal also calls for an increase in the funding of programs to improve foreign-language instruction, an increase in the maximum amount of a Pell Grant from $1,900 to $3,000, and tightened eligibility requirements for the Pell Grant student-aid program, sources said.

Like previous Reagan Administration budgets, the fiscal 1985 budget calls for legislation combining the department's vocational- and adult-education programs into a block grant and giving states and school systems the option of providing compensatory-education services through a voucher system, the sources said.

The Education Department's requests for new federal initiatives and a substantial increase in spending come in response to the reform recommendations of the National Commission on Excellence in Education and other groups that have recently issued reports on American schools, a senior education official said.

But the proposals contradict the Administration's often-stated intention to reduce the federal role in education and, therefore, have added to what one source said is a "hell of an internal fracas" within the Administration over how it should respond, in an election year, to the numerous and publicly popular calls for reforms in education.

"There are disagreements at the White

Continued on Page 14

N.Y. Court Rules Handicapped Pupils Must Pass Exit Test To Earn Diploma

By Sheppard Ranbom

New York's highest court has upheld the state's requirement that all students—including the mentally handicapped—must demonstrate proficiency on state-administered competency tests in order to receive a high-school diploma, and that three years' notice gives the students adequate time to prepare for the examinations.

A memorandum decision handed down on Oct. 20 by a seven-judge panel of the New York Court of Appeals rejected an appeal by a Suffolk County school district that has continued, since 1979, to award diplomas to handicapped students who have failed the state-mandated tests.

The Court of Appeals said that mentally handicapped students from the Northport-East Northport Union Free School District "had no reasonable expectations of receiving a high-school diploma without passing competency tests."

The competency tests—which initially certified 9th-grade-level ability in reading and mathematics—were approved by the New York State Board of Regents in 1976 and were first administered in 1979.

Under Section 103.5 of the regulations of the commissioner of education, a school district can award a local certificate of completion to those who do not pass competency tests but who complete "an appropriate individualized education program." Each school district must report the name of students receiving these certificates to the state department of education shortly after

Continued on Page 15

Panel Plans Help For Schools With Asbestos Problems

Is Critical of E.P.A. for Noncompliance Publicity

By Susan Walton

WASHINGTON—A federally sponsored task force on asbestos in the schools, meeting for the first time since 1980, has concluded that the problem remains much the same as it was several years ago. The first step toward a solution, the members agreed, is finding out what school officials—still faced with limited budgets and insufficient technical know-how—view as the most difficult aspects of the problem.

Several members, although favoring the requirement that school officials check for the presence of asbestos, were critical of other aspects of the inspection program as it has been carried out during the Reagan Administration.

The 10-member advisory group, which includes scientific and technical experts from five federal agencies as well as five scientists and representatives of other levels of government, was established under the Asbestos School Hazard Detection and Control Act of 1980. *(See Education Week, Oct. 5, 1983.)* The panelists, who were appointed by the Secretary of Education, are responsible for compiling and disseminating information on the effects of asbestos on health; providing technical information on testing, sampling, and identifying the substance;

Continued on Page 19

Nobody Home: Social Shifts Spur Early-Childhood Initiatives

Schools Considering Ways To Mix Care, Learning

By Sheppard Ranbom

What many call one of the most promising strategies for improving student achievement is being boosted not by the recent calls for education reform but by social forces far beyond the schools' control.

The forces are suggested by the rising tide of school-age and preschool children with no parent at home for most of the day. Studies show that unprecedented numbers of these children regularly spend weekdays in institutional or neighborhood day-care programs, or return from school to empty houses. And the numbers indicate that the "institutionalization" of children is certain to increase as both the proportion of working women and the birthrate climb in the years ahead.

"Two factors and two factors alone," contends Edward F. Zigler, professor of psychology and director of the Bush Center in Child Development and Social Policy at Yale University, are prompting educators and policymakers to act now: "the new demographics and the new look of women and the family" and "their great dissatisfaction with the progress we've made in education."

"Schools are now looking back to help children at earlier ages, and—as in the

Continued on Page 15

Over Half of Women With Young Children Now Work

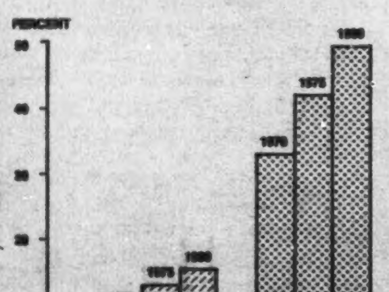
In the 1960's and 1970's, a confluence of social and economic forces—including an open job market, inflation, a rising divorce rate, and the feminist movement—caused many women to enter or re-enter the workforce.

The rate of participation in the labor force of women aged 16 and over rose from 36 percent in 1960 to 52 percent in 1980, according to the U. S. Census Bureau.

Women with young or school-age children who in earlier years would have remained at home as housewives and moth-

Continued on Page 18

Percent of Families Headed by a Single Parent, by Race, 1970 and 1980



IN SUMMARY

Failing the Test in New Jersey
Although it does not mention prayer, a "moment-of-silence" law has been ruled unconstitutional by a state judge. **Story on Page 6.**

Planning for the Future
Administrators discuss the problems and opportunities in introducing the new technology into their schools. **Story on Page 7.**

Upgrading Schools
New Hampshire and Vermont are considering recommendations to increase basic academic requirements. **Story on Page 8.**

'An Investment in Leadership'
The Carnegie Foundation is initiating a $1.7-million grants program to help high schools help themselves. **Story on Page 8.**

Meeting Challenges
At a College Board meeting, educators call for higher standards for pupils of all social and educational backgrounds. **Story on Page 11.**

Responding to Social Changes
The superintendent of Houston's public schools tells fellow educators that American education must be restructured. **Story on Page 11.**

No 'Quick Fixes'
A group of deans has postponed a decision on forming a new association to improve education schools. **Story on Page 12.**

A Compromise in Pennsylvania
The state human-rights commission reverses its rejection of Philadelphia's voluntary desegregation plan. **Story on Page 12.**

New Directions in New Mexico
A governor's committee has recommended action to make teachers' salaries competitive with those in business. **Story on Page 12.**

A Question of Authority
The President has asserted his "right" to appoint members to the U. S. Commission on Civil Rights. **Story on Page 13.**

Colleges Column 12
Commentary .... 20 and 24
Databank 14
Deadlines 22
Deaths 22
Events 22
Federal File 13
Hearings 13
Honors 22
In Federal Agencies 13
Letters 21
Marketplace 23
Media Column 11
Washington News 13

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PAGE 2

THE WEEK

A SUMMARY OF NEWS AND EVENTS

FEDERAL

Senate Approves Symbolic Measure Against Busing

The Senate, in a largely symbolic gesture, recently voted to prohibit the U. S. Justice Department from taking "any sort of action" requiring the busing of students to schools other than those nearest their homes.

By a 29-to-52 vote, the senators failed to table the measure, which was offered on Oct. 20 as an amendment to the fiscal 1984 Justice Department appropriation bill by Senator Jesse A. Helms, Republican of North Carolina.

After the vote, Senator Helms withdrew his amendment, claiming that he had "made his point."

"I just wanted a vote," Mr. Helms told his colleagues.

"I want the Justice Department to know that the Senate has spoken again on the question of forced busing, and it has displayed a strong majority will against it. That is the only point I wanted to make and I have made it."

Senator Helms' amendment was identical to one he offered during the 97th Congress to a Justice Department authorization bill. The Senate approved the amended bill in March 1982, but it was never acted on by the House.

"The last time this amendment passed, it was sent over to the House and [House Speaker Thomas P. O'Neill Jr., Democrat of Massachusetts, and Representative Peter W. Rodino Jr., Democrat of New Jersey and chairman of that chamber's Judiciary Committee] arranged for it to be sat upon," Senator Helms said. "If you will look at the posteriors of those two men, you will realize that when they sit on something, that is a lot of coverage."

After the tabling motion failed, Senator Lowell P. Weicker Jr., Republican of Connecticut, noted that "this is the same Senate that voted for Martin Luther King Day and two days later went ahead and gutted, or tried to gut, the civil rights of black schoolchildren."

"This particular exercise does not stand to the credit of this body and repudiates what we did 48 hours ago," Senator Weicker said.

House Approves Nutrition Funds

The House last week approved a bill that would restore $100 million to the child-nutrition programs whose funding was cut by $1.5 billion in 1981.

The bill, H R 4091, would lower the cost of reduced-price lunches from 40 cents to 25 cents and would raise the level of family income below which children are eligible for reduced-price meals. The measure also increases the level at which the government reimburses schools that participate in the meal programs.

The bill now faces a Senate vote and the Administration; officials reportedly have indicated that President Reagan would not sign the bill as it was approved by the House.

NATIONAL

A.F.T. Will Back Mondale in 1984

Walter F. Mondale completed his sweep of the endorsements of the major teachers' unions late last week, when the American Federation of Teachers formally announced its decision to back him for the Presidential nomination in 1984.

Albert Shanker, the federation's president, said the 34-member executive council chose Mr. Mondale because he places a high priority on education issues.

The "cornerstone" of Mr. Mondale's national policy is "a well-funded education program tied to tough standards, better pay for teachers, and the assurance that every American child will be guaranteed an equal educational opportunity," said Mr. Shanker.

Ford Foundation To Fund Programs On Migrants, Refugees

The Ford Foundation has allocated $7.6 million to research and education programs that address the problems of refugees and migrants in the United States.

So far, $3.2 million in individual grants has been awarded, including a $102,000 grant to the Community Consolidated School District 15 in Chicago. The Chicago funds will be used primarily to increase the English-language skills and vocational training of the district's migrant and refugee children, according to Oona Sullivan, a foundation spokesman.

Ms. Sullivan said the $7.6-million allocation will be awarded over a two-year period and represents an increase over previous foundation grants to migrant and refugee programs.

Ms. Sullivan said the foundation is interested in programs that will "help the refugees to settle" in this country.

STATES

District Shuts Down After Voters Reject $3.45-Million Levy

The Oaklea (Ore.) Middle School, one of the schools honored last month by U. S. Secretary of Education Terrel H. Bell as one of the 152 outstanding secondary schools in the nation, closed last month for lack of funds.

The school, part of the Junction City School District, had to be closed late last month when local voters refused to support a tax levy that would have provided an additional $3.45 million in operating funds.

The district is the second one in Oregon to close its schools this year. In September, schools in Lincoln County shut down for two weeks until local voters passed a levy.

The 1,700-student district, like many others in Oregon, has an inadequate permanent tax base, officials say, and every year district voters must go to the polls to provide operating funds for schools. This year's levy would have raised property taxes by 37.8 percent, according to Anthony Kennedy, an administrative aide in the district.

Property taxes account for 70 percent of the district's $6.235-million budget; the state provides 24 percent of funding; and the federal government, now provides 6 percent. Four years ago, the federal share of the district's operating budget was 12 percent.

A new levy vote will be held on Nov. 8.

The local school board is currently in the process of cutting as much as $1.2 million from the district's budget, and parents are beginning a public-relations campaign to encourage voters to support the schools, Mr. Kennedy said.

Minn. Health Agency To Keep Supplying Birth-Control Films

Minnesota Health Department officials have announced that they will continue to provide schools and community agencies with family-planning films, despite a record number of complaints from community members about the films.

In October, the department stopped distribution of the materials following a dramatic increase in the number of written complaints from parents, legislators, and other "concerned parties," according to a department official.

The health department received between 30 and 50 inquiries regarding the films, not all of them complaints, before distribution was sus-

E.D. Seeks Budget Increase To Fund Education Reforms

Continued from Page 1

House over what the federal role in the re-form efforts should be, and they're not resolved yet," an O.M.B. official said.

Since the April release of the excellence commission's report, "A Nation at Risk," President Reagan, on the advice of his political advisers, has sought to convey what one senior aide described as "leadership" on issues of educational reform.

He has called on schools to link teachers' pay to their performance and has put on a series of White House ceremonies to honor outstanding schools and teachers, to promote volunteerism in the schools, and to urge volunteer efforts to address the problem of adult illiteracy.

None of the highly visible actions has involved a programmatic commitment of federal funds.

One question being debated in the White House, an Administration official said, is whether this strategy should be continued into the election year or whether the Administration should respond to the current calls for school reform with new federal initiatives, as the Education Department's fiscal 1985 budget proposal appears to suggest it should.

The size of the federal deficit—$200 billion for the fiscal year that ended Sept. 30—also figures prominently in the internal debate over a proper stance for the President with regard to education and other domestic programs, the official said.

One way the Administration is likely to use the education issue to its political advantage in the coming months, according to members of the education community here, is to point out and take credit for the reform proposals that have proliferated at the state and local levels in recent months. "Why shouldn't we take some credit?" one Administration official said. "It was the report of our commission that set the reforms in motion."

As part of this effort, the Education Department recently sent a questionnaire to school systems nationwide asking them whether they had enacted reforms similar to those recommended by the excellence commission and whether they had been "stimulated or influenced" by the commission's report. The results of the questionnaire have not yet been released by the department.

Rights Panel Members Ousted

Continued from Page 13

Senator Strom Thurmond, Republican of South Carolina, canceled the session after the White House informed him of the dismissals in an early-morning telephone call, according to a committee staff member.

Congressional sources said the committee was prepared to act on a compromise measure that would have expanded the commission's membership from six to eight and permitted only two of the President's nominees to be seated. Under that arrangement, commissioners who generally have been critical of the President's policies would have remained in the majority. By firing three of the commission's members, Mr. Reagan has effectively silenced the body because four members are needed for a quorum.

The panel reportedly was poised to release its annual assessment of the federal civil-rights budget in the next few weeks. In the past two years, such reviews have concluded that the enforcement of civil rights has been eroded seriously by budget reductions and personnel cuts ordered by the President.

The Senate Judiciary Committee's senior Democratic member, Senator Joseph R. Biden Jr. of Delaware, said he was "disappointed and angered" by the President's move, adding that it "obviously ends any hope of getting the President to sign an authorization bill that might pass both houses."

In addition, the Senate Democratic Conference, representing all 45 Democrats in that chamber, adopted a resolution accusing the President of "undermining the independence" of the commission with a "unilateral action which was clearly designed to pre-empt the Congress from exercising its will."

Senator Biden, along with Senator Arlen Specter, Republican of Pennsylvania, introduced a bill shortly after the President's announcement calling for the creation of a new civil-rights panel under the legislative branch. Under their proposal, the new panel would consist of eight members, four appointed by the speaker of the House and four by the president pro tem of the Senate, upon the recommendations of the chambers' minority and majority leaders. The new body would retain the powers and responsibilities of the current commission, and the new legislation would prevent the dismissal of members without cause.

The Senators' bill was offered as a concurrent resolution. Such measures do not need the President's signature to take effect, and, therefore, are immune from Presidential vetoes.

Representatives Don Edwards, Democrat of California, and Hamilton Fish Jr., Republican of New York, reportedly were preparing to introduce a companion measure in the House, according to House aides.

The commissioners removed from office, and the people named as their replacements, are:

- Ms. Berry, onetime assistant secretary and acting commissioner of education in the former U. S. Office of Education. Ms. Berry, who was appointed during the Carter Administration and is now a professor of law and history at Howard University, would be replaced by Morris B. Abram, the former president of Brandeis University and former chairman of the United Negro College Fund.
- Ms. Ramirez, director of the InterCultural Development Association in San Antonio. Ms. Ramirez, also appointed during the Carter Administration, would be replaced by John H. Bunzel, a research fellow at Stanford University's Hoover Institution on War, Revolution, and Peace.
- Rabbi Murray Saltzman of Baltimore, who was appointed during the Ford Administration. He would be replaced by Robert A. Destro, general counsel of the Catholic League for Religious and Civil Rights.

DATABANK

U.S. Education Budget

President Reagan was expected late last week or early this week to sign into law the first regular appropriations bill for the U. S. Education Department since 1979. The Congress cleared the way for the President's signature by passing a compromise version of the measure, H R 3913, on Oct. 20. Total funding under the bill is set at $15.22 billion, about $200 million less than levels set under fiscal 1983 spending measures. The Congress has yet to complete action on the proposed initiative in mathematics and science, which would add somewhere between $400 million and $425 million to the fiscal 1984 education budget.

(in thousands)

		FY 1984				
	FY 1983 Enacted	President's Request	House Bill	Senate Bill	Conference	Compared with FY 83 Enacted
COMPENSATORY EDUCATION FOR THE DISADVANTAGED						
Grants for the Disadvantaged (Chapter 1):						
Grants to local education agencies	$2,727,754	$2,729,939	$3,007,360	$3,000,000	$3,003,680	$+275,926
State agency programs:						
Migrants	255,744	129,434	255,744	260,304	258,024	+2,280
Handicapped	146,520	104,850	146,520	146,520	146,520	—
Neglected and delinquent	32,616	21,886	32,616	32,616	32,616	—
State administration	33,014	22,100	33,014	34,800	34,414	+1,400
Evaluation and studies	4,746	5,760	4,746	5,760	4,746	—
Total, Chapter 1	**3,200,394**	**3,013,969**	**3,480,000**	**3,480,000**	**3,480,000**	**+279,606**
Migrant education:						
High School equivalency program	6,300	—	6,300	6,300	6,300	—
College assistance migrant program	1,200	—	1,200	1,200	1,200	—
TOTAL, Compensatory education programs	**3,207,894**	**3,013,969**	**3,487,500**	**3,487,500**	**3,487,500**	**+279,606**
SPECIAL PROGRAMS						
Improving School Programs (Chapter 2):						
State block grants	450,655	450,655	450,655	450,655	450,655	—
Secretary's discretionary fund:						
Inexpensive book distribution (including RIF)	5,850	—	6,500	6,500	6,500	+650
Arts in education	2,025	—	2,125	2,125	2,125	+100
Alcohol and drug abuse education	2,850	—	2,850	2,850	2,850	—
Law-related education	1,000	—	1,000	—	1,000	—
Discretionary projects	17,040	—	5,049	17,290	16,290	-750
National diffusion	—	—	10,700	—	—	—
Undistributed	—	28,224	—	—	—	—
Subtotal, Secretary's discretionary fund	**28,765**	**28,224**	**28,224**	**28,765**	**28,765**	—
Total, Chapter 2	**479,420**	**478,879**	**478,879**	**479,420**	**479,420**	—
Other Special Programs						
Training and advisory services (Civil Rights IVA)	24,000	—	24,000	24,000	24,000	—
Follow through	19,440	—	14,767	14,767	14,767	-4,673
Territorial teacher trained assistance	960	—	960	1,000	1,000	+40
General assistance for the Virgin Islands	1,920	—	1,920	1,920	1,920	—
Ellender fellowships	3,000	—	1,000	1,500	1,000	-2,000
Women's educational equity	5,760	—	5,760	5,760	5,760	—
Asbestos control	—	—	50,000	—	—	—
Subtotal, other special programs	**55,080**	—	**98,407**	**48,947**	**48,447**	**-6,633**
TOTAL, special programs	**534,500**	**478,879**	**577,286**	**528,367**	**527,867**	**-6,633**
IMPACT AID[1]						
Maintenance and operations:						
Payments for 'a' children	377,175	446,000	—	477,000	457,500	+80,325
Payments for 'b' children	58,025	—	—	58,000	77,500	+19,475
Special provisions (Section 2)	15,000	9,000	—	20,000	20,000	+5,000
Disaster assistance	10,000	—	—	10,000	10,000	—
Subtotal	**460,200**	**455,000**	—	**565,000**	**565,000**	**+104,800**
Construction	80,000	—	—	20,000	20,000	-60,000
TOTAL	**540,200**	**455,000**	—	**585,000**	**585,000**	**+44,800**
BILINGUAL EDUCATION						
Grants to school districts	84,126	59,724	95,007	84,126	89,567	+5,441
Training grants	31,288	22,400	30,588	34,631	32,610	+1,322
Support services	16,557	9,910	10,447	16,557	13,502	-3,055
Desegregation grants	2,400	—	—	—	—	-2,400
Vocational training	3,686	2,500	6,015	3,686	3,686	—
TOTAL	**138,057**	**94,534**	**142,057**	**139,000**	**139,365**	**+1,308**
EDUCATION FOR THE HANDICAPPED						
Education for the handicapped:						
State assistance:						
State grant program	1,017,900	998,180	1,017,900	1,071,850	1,043,875	+25,975
Preschool incentive grants	25,000	25,000	25,000	26,330	26,330	+1,330
Deaf-blind centers	15,360	9,560	15,360	14,000	15,000	-360
Special purpose funds:						
Severely handicapped projects	2,880	2,880	2,880	4,000	4,000	+1,120
Early childhood education	16,800	11,800	16,800	21,100	21,100	+4,300
Regional, vocational, adult and postsecondary programs	2,832	2,832	2,832	5,000	5,000	+2,168
Innovation and development	12,000	10,800	12,000	15,000	15,000	+3,000
Media services and captioned films	12,000	11,520	11,520	14,000	14,000	+2,000
Regional resource centers	4,130	2,880	5,000	4,500	4,500	+370
Recruitment and information	720	720	720	1,000	1,000	+280

(in thousands)

	FY 1983 Enacted	FY 1984				Compared with FY 83 Enacted
		President's Request	House Bill	Senate Bill	Conference	
Special education personnel development	49,300	33,600	49,300	55,540	55,540	+6,240
Special studies	480	480	480	3,100	3,100	+2,620
Secondary education and transitional services for handicapped youth	—	—	—	6,000	6,000	+6,000
Other discretionary programs	—	—	45,000	—	—	—
Architectural barrier removal	40,000	—	—	—	—	-40,000
TOTAL, education for the handicapped	**1,199,402**	**1,110,252**	**1,204,792**	**1,241,420**	**1,214,445**	**+15,043**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH[1]						
Rehabilitative services:						
Basic state grants	943,900	943,900	—	993,900	993,900	+50,000
Service projects	31,094	21,094	—	37,600	37,600	+6,506
Independent living	19,400	17,280	—	19,400	19,400	—
Training	19,200	19,200	—	22,000	22,000	+2,800
Subtotal	**1,013,594**	**1,001,474**	—	**1,072,900**	**1,072,900**	**+58,306**
National Institute for Handicapped Research	31,560	30,060	—	36,000	36,000	+4,440
National Council on the Handicapped	193	193	—	500	500	+307
Evaluation and studies	—	—	—	2,000	2,000	+2,000
TOTAL	**1,045,347**	**1,031,727**	—	**1,111,400**	**1,111,400**	**+66,063**
VOCATIONAL AND ADULT EDUCATION						
Consolidated (Block) Grant	—	492,839	—	—	—	—
Vocational education:						
Basic grants	558,155	—	570,655	567,969	566,969	+8,814
Program improvement and supportive services	99,590	—	99,590	99,590	99,590	—
Programs of national significance	7,678	—	8,178	7,678	8,178	+500
Special programs for the disadvantaged	14,356	—	14,356	14,356	14,356	—
Consumer and homemaking education	31,633	—	31,633	31,633	31,633	—
State advisory councils	6,500	—	7,000	6,500	7,000	+500
State planning	3,588	—	3,588	3,588	3,588	—
Subtotal, vocational education	**721,500**	**492,839**	**735,000**	**731,314**	**731,314**	**+9,814**
Adult education	95,000	—	100,000	100,000	100,000	+5,000
TOTAL	**816,500**	**492,839**	**835,000**	**831,314**	**831,314**	**+14,814**
STUDENT FINANCIAL ASSISTANCE						
Pell grants	2,419,040	—	2,619,000	2,800,000	2,800,000	+380,960
Self-help grants	—	2,713,800	—	—	—	—
Campus based programs:						
Supplemental opportunity grants	355,400	—	370,000	370,000	370,000	+14,600
Work study	590,000	800,000	550,000	550,000	550,000	-40,000
Direct loans:						
Capital	178,560	4,000	178,560	143,560	161,060	-17,500
Cancellations	14,800	—	19,800	14,800	19,800	+5,000
Subtotal, campus based programs	**1,138,760**	**804,000**	**1,118,360**	**1,078,360**	**1,100,860**	**-37,900**
State student incentive grants	60,000	—	76,000	76,000	76,000	+16,000
TOTAL, student financial assistance	**3,617,800**	**3,517,800**	**3,813,360**	**3,954,360**	**3,976,860**	**+359,060**
GUARANTEED STUDENT LOANS						
Guaranteed student loan program	3,100,500	2,168,600	1,268,600	2,256,500	2,256,500	-844,000
Legislative proposals	—	-121,500	—	—	—	—
TOTAL, guaranteed student loans	**3,100,500**	**2,047,100**	**1,268,600**	**2,256,500**	**2,256,500**	**-844,000**
EDUCATIONAL RESEARCH AND STATISTICS						
National Institute of Education	55,614	48,231	48,231	48,231	48,231	-7,383
National Center for Educational Statistics	8,589	8,747	8,747	8,747	8,747	+158
TOTAL	**64,203**	**56,978**	**56,978**	**56,978**	**56,978**	**-7,225**
EDUCATION AND RESEARCH OVERSEAS	516	1,750	516	1,750	1,133	+617
LIBRARIES						
Public Libraries						
Services	60,000	—	65,000	65,000	65,000	+5,000
Interlibrary cooperation	11,520	—	15,000	11,520	15,000	+3,480
College library resources	1,920	—	1,920	—	—	-1,920
Training and demonstrations	880	—	880	880	880	—
Research libraries	6,000	—	6,000	6,000	6,000	—
Construction	50,000	—	—	—	—	-50,000
TOTAL	**130,320**	—	**88,800**	**83,400**	**86,880**	**-43,440**
DEPARTMENTAL MANAGEMENT						
Office of the Inspector General, Salaries and Expenses	12,840	12,989	12,989	12,989	12,989	+149
(Unauthorized, not considered by conference).	—	(1,406)	DEFER	DEFER	DEFER	DEFER
Office for Civil Rights, Salaries and Expenses	44,868	42,058	42,058	49,836	49,396	+4,528
SALARIES AND EXPENSES						
Program Administration	217,900	238,382	—	193,953	—	-217,900
Advisory Committees	1,750	—	—	1,750	—	-1,750
Program and management evaluation	2,350	—	—	2,350	—	-2,350
Consolidated amount	—	—	232,988	—	230,000	+230,000
Subtotal, salaries and expenses	**222,000**	**238,382**	**232,988**	**198,053**	**230,000**	**+8,000**
TOTAL, departmental management	**279,708**	**293,429**	**288,015**	**260,978**	**292,385**	**+12,677**
TOTAL, DEPARTMENT OF EDUCATION[2]	**15,345,431**	**13,047,319**	**12,415,520**	**15,227,879**	**15,224,339**	**-121,092**
TOTAL, unauthorized, not considered[2]	—	(21,716)	DEFER	(6,200)	DEFER	DEFER

[1] House deferred consideration pending reauthorization

[2] Note: Because some higher-education and other Education Department programs have been omitted, totals do not exactly reflect the line items in this table.

Source: *Congressional Record*, October 28, 1983.

N.Y. Court Upholds Exit Tests

Continued from Page 1

the end of the school year, according to the statute.

The Northport-East Northport Union Free School District filed suit against the state education department and the regents in New York State Supreme Court in 1979, contending that the new requirement was in violation of the Education for All Handicapped Children Act of 1975 (P. L. 94-142) and Section 504 of the Rehabilitation Act of 1973. The district also argued that handicapped students were not given adequate notice to prepare for the test and that they would be stigmatized if denied a diploma, according to James H. Whitney, an attorney for the New York State Education Department.

Not Enough Lead Time

In 1979, Judge Robert C. Williams of the State Supreme Court, the lowest court of general jurisdiction in New York, ruled that the competency-testing regulation did not violate the rights of handicapped students. But Judge Williams said the petitioning students—whose identities have been kept confidential—did not have enough lead time to prepare for the tests.

One of the students, referred to in court records as "Abby," is neurologically impaired. The other student, "Richard," is mentally retarded. Abby passed the reading test but failed the mathematics test; Richard never took a minimum-competency examination. Both were awarded diplomas after completing other requirements.

The state commissioner in 1979 directed the district—and all other districts in the state—to identify students who did not pass competency tests but received diplomas, so that the state could inform the students that their diplomas were invalid. But rather than comply, Northport filed suit, according to Kenneth Pawson, an attorney for the New York State Education Department.

Both the state department of education and the Northport district appealed the lower court's decision to the Appellate Division of the New York State Supreme Court, where a panel of five judges affirmed the opinion that the state could require handicapped students to pass a competency test for graduation.

The court, however, reversed one element of Judge Williams' decision, saying that the matter of providing adequate lead time for the mentally handicapped was irrelevant because, according to Mr. Whitney, "The students would never be able to pass the required tests for graduation no matter how much time they had."

Ruling Affirmed

The ruling by the Court of Appeals last month in *Board of Education of the Northport-East Northport Union Free School District* v. *Ambach* affirmed the appellate court's ruling concerning the state's right to deny diplomas to handicapped students who could not pass the tests. The court also said the mentally handicapped students were not "denied adequate notice of the requirement" because the regulation was adopted in 1976, leaving the students three years to prepare.

The Northport district has awarded diplomas to 25 handicapped students since 1979, including two last year.

The district will now comply with the state requirement and stop awarding diplomas to anyone who failed to take or pass the test, according to Lawrence E. McNally, director of pupil services for the district.

Mr. McNally said parents of handicapped children in the district are going to ask the state legislature on Jan. 24 to "change the law to allow the individual educational plan for special-education students be used as standard of successful high-school completion."

He said the parents are concerned that "employers use the high-school diploma as a screening device and that minimally handicapped students who can do a job but lack a diploma become locked out of employment."

It is uncertain at this time what will happen to the diplomas held by the 25 graduates.

However, state education officials said that it is likely that the students will be notified that their diplomas are not valid.

Conflicting Decisions

The decision in the *Northport* case comes on the heels of other, sometimes conflicting, decisions that have attempted to determine the conditions under which a state or district can deny diplomas to students who fail minimum-competency tests.

In May, U. S. District Judge George C. Carr ruled in *Debra P.* v. *Turlington* that the state of Florida can legally withhold high-school diplomas from students who cannot pass a functional-literacy test. The judge said that although Florida has had a long history of school segregation, black plaintiffs had failed to prove that they did not have an adequate opportunity to learn the mathematics and communications skills tested on the state-developed examination.

Judge Carr said that last year's black seniors, who had attended integrated schools since the first grade, had equal educational opportunities "in the constitutional sense." *(See Education Week, May 11, 1983, and May 25, 1983.)*

An appeal has been filed by the plaintiffs in the U. S. Court of Appeals for the 11th Circuit in Atlanta. No date has yet been set for the case to be heard.

In January, the U. S. Court of Appeals for the Seventh Circuit ruled in *Brookhart* v. *Illinois State Board of Education* that special-education students in Peoria who were denied high-school diplomas in 1980 for failing minimal-competency tests were deprived of their constitutionally protected rights and must be awarded diplomas.

At the same time, however, the appeals court upheld the right of the Peoria High School District to make passage of a minimal-competency test a graduation requirement for all students in the future, including those enrolled in special-education programs. *(See Education Week, Jan. 19, 1983.)*

Thirty-eight states have adopted some form of proficiency testing for pupils, according to the Education Commission of the States, and laws in 20 of those states provide for diploma sanctions, either statewide or as a local option.

Arkansas and Pennsylvania currently have testing bills pending, according to Chris Pipho, director of the information clearinghouse at the E.C.S.

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TOUGHER TEXTS

Although advised by educators that they have a central role to play in the effort to upgrade schools, publishers say they are leery of making textbooks more academically rigorous until market research confirms that teachers will use them in their classrooms.

See Page 8.

HIGHER STANDARDS

Idaho, Massachusetts, Rhode Island, and Wyoming are acting on school-reform proposals, including such staples as programs to motivate and reward better teaching, tighten graduation requirements, and re-emphasize core academic subjects.

See Pages 5 and 6.

BETTER SCHOOLS

After more than two decades of study, John Goodlad urges basic changes in American schools, but he is fearful that the present "reform movement" may fail because it is seeking "quick fixes."

See Page 12.

EDUCATION WEEK

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Teacher Retirement Plans Reportedly in Jeopardy

'Underfunded' Systems Prone to Manipulation

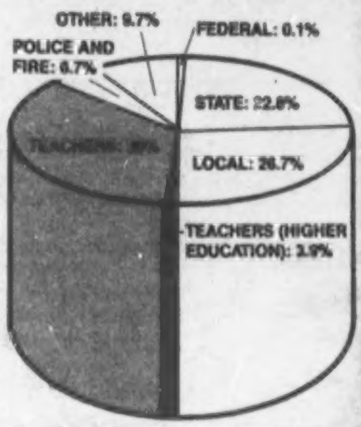
By Sheppard Ranbom

Washington—Presented with a report charging that public pension funds are "dangerously underfunded" and subject to "political manipulation," two House subcommittees heard testimony last week on the merits of proposed legislation that proponents say would be "a first step" toward stabilizing the nation's retirement systems for public employees.

The report, "Dollars and Sense: The Case for State and Local Pension Reform," was prepared for the American Federation of State, County, and Municipal Employees by Thomas C. Woodruff, a former executive director of the President's Commission on Pension Policy during the Carter Administration.

There are now some 6,630 state and local public-employee pension plans that affect 4 million teachers and 9 million other civil servants who are either working or retired, according to the AFSCME report. But the management of the plans—which have some $260 billion in assets—is fraught with "conflicts of interest, unprofessional portfolio management, and political manipulation," the report charges. The document was released last week by AFSCME officials during a joint hearing of the House Ways and Means Subcomittee on Oversight and the Education and Labor Subcommittee on Labor-Management Relations.

Public Employees Covered by State and Local Pension Plans



PENSION TASK FORCE OF THE HOUSE EDUCATION AND LABOR COMMITTEE, 1978.

About 70 percent of the 13 million participants in public pension plans are enrolled in the 100 largest plans, according to the report. About 30 percent of participants are teachers.

Labor-union leaders and researchers testified in favor of adopting the Public Employee Pension Plan Reporting and Accountability Act (PEPPRA), which would establish a federal standard for state and local public retirement systems that would guarantee that workers could receive information about benefits and the financial condition of their pension system.

Under the legislation, which was reported out of the House Education and Labor Committee last year, workers and retired persons would receive, as a matter of course, information about their benefits and the investment of pension funds as well as reports on the actuarial condition of the programs. Other provisions in one of the bills would establish fiduciary standards and enforcement procedures. In all cases, states would be granted an exemption from

Continued on Page 17

Holiday Publishing Schedule

Education Week *will not publish on Nov. 30. The regular publishing schedule will resume with Issue Number 13, dated Dec. 8.*

Senate Defeats Tax-Credit Bill By 21 Votes

Proponents Are Ready To Rethink Strategy

By Tom Mirga

Washington—Proponents of federal tuition tax-credit legislation said they would re-evaluate their strategy and tactics in light of the Senate's suprisingly strong rejection of such a measure last week.

Senators voted 59-38 last Wednesday to table a tax-credit rider to H J Res 290, a previously obscure bill dealing with tariffs on items that will be brought into the country for the upcoming summer Olympic Games.

Lobbyists both for and against the tax-credit measure, which would have provided parents with children in private schools with a maximum credit of $300 per child by 1985, had predicted a much closer vote on the motion to kill the amendment. Opponents of the measure previously reported that only 51 senators—the minimum number necessary to defeat the amendment—had indicated they would vote to table a rider if one ever emerged. *(See Education Week, Nov. 16, 1983.)*

Continued on Page 18

Raises, Back Pay Likely in Wash. Pay-Equity Case

By Anne Bridgman

The federal judge who is presiding over a major wage-discrimination suit involving public employees in Washington State indicated last week that he would award both back pay and substantial pay increases to more than 14,000 women employees of the state.

The suit—brought against the state by the Washington Federation of State Employees and the American Federation of State, County, and Municipal Employees (AFSCME) Council 28 of A.F.L.-C.I.O. under Title VII of the Civil Rights Act of 1964—charged that the women were paid significantly lower wages than male colleagues in jobs requiring essentially the same kinds of skills. In September, U. S. District Judge Jack E. Tanner ruled in favor of the plaintiffs.

The case, *Washington Federation of State Employees—A.F.L.-C.I.O.—American Federation of State, County, and Municipal Em-*

Continued on Page 15

Reform Efforts Spur Debate on Role of Extracurricular Activities

By Anne Bridgman

Matt Calvert is a 17-year-old senior at Moscow High School in Moscow, Idaho. Almost every day during lunch period, when his school schedules meetings of "co-curricular" activities (those related to the academic curriculum) and extracurricular activities, Matt meets with either the honor society, of which he is president, the political-science club, or the student council.

When meetings of the Model United Nations or the Youth Legislature are held in other cities—and sometimes other states—he misses days of school.

In the spring, golf practice takes up his after-school time; when matches are scheduled, he often misses the last two class periods of the day, twice a week. Last semester, Matt estimates, he missed his last-period class in math analysis about 17 days.

And although he recently decided not to attend an activity-related convention because he thought he would miss too much school, Matt says he strongly believes the decision as to how to spend his time should be his, not the state's. After all, he argues, he is able to keep up with the work he misses; Matt has a 4.0 grade-point average and is a semi-finalist in the National Merit Scholarship program.

But the decision about what class time Matt and other Idaho students may miss for other activities has been taken out of their hands nonetheless. The Idaho Board of Education last month approved a rule that requires students to attend at least 90 percent of scheduled classes and specifies that they will be counted as absent if they are out of class for an extracurricular activity.

Similar absenteeism policies are under consideration or in effect in a growing number of states. And some school districts are experimenting with variations, such as penalizing students who miss classes by curtailing their participation in extracurriculars. In Minneapolis, for example, students

Continued on Page 16

BARBARA HADLEY

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IN SUMMARY

First Step to Excellence
Representatives of study groups agree that the first task for schools is to establish clear goals. **Story on Page 8.**

A Reconsideration of LOGO
Research findings suggest that programming with LOGO may not alone help develop thinking skills in children. **Story on Page 10.**

Reading Scores in Cleveland
For the first time, black students have made measurable progress toward "parity" with whites in reading tests. **Story on Page 10.**

A Debate in Texas
Creationists and evolutionists argue over how the origins of man should be presented in biology textbooks. **Story on Page 11.**

Supply on Demand
A nonprofit organization collects some $40 million worth of industrial surplus and distributes it to member schools. **Story on Page 11.**

A Compromise on Civil Rights
The Congress and the President have agreed on changes in the U. S. Commission on Civil Rights. **Story on Page 13.**

Things Go Better With . . .
Federal judges have limited a ban on selling soft drinks on school premises. **Story on Page 14.**

Exemplary Schools
The U. S. Education Department is funding a program to identify and honor 50 "outstanding" private schools. **Story on Page 14.**

A 'Much-Needed Contribution'
An N.I.E. researcher has developed a School Price Index to measure annual changes in public-school expenses. **Story on Page 14.**

Appointments 20
Commentary ....19 and 24
Curriculum Column 10
Deadlines 20
Deaths....20
Events 20
In the Press 19
Letters 19
New Bills 13
Marketplace 22
Media Column 8
Washington News 13

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

NATIONAL

1983 Enrollments Increase Slightly, College Survey Says

Although the pool of high-school graduates is dwindling, the nation's public and private colleges and universities reported a 1.1-percent enrollment increase this year.

The growth is primarily due to an increase in part-time enrollment in the nation's community, technical, and junior colleges, according to the preliminary results of a national survey by the Association Council for Policy Analysis and Research, a coalition of eight Washington-based higher-education groups conducting research and analysis in post-secondary education.

Independent two-year colleges this year reported a 4.8-percent enrollment increase, thanks primarily to an increase of 9.8 percent in the number of students attending part-time.

Overall enrollment at public two-year colleges, which experienced a 4.6 percent increase in part-time students, rose by 2.8 percent.

Proprietary schools—which operate for profit and offer training for technical and business careers—experienced an 8.8-percent increase in full-time enrollment, but a similar decline in part-time enrollment. The survey notes that this change "indicates the possibility of increased emphasis on job training and career change" nationwide.

Enrollments at both public and private four-year institutions increased by the same rate—0.8 percent.

The number of students attending college for the first time remained steady, the study found, despite the decrease in the number of 18-year-olds. Last year, schools reported a decline of 3.3 percent in the enrollment of first-time freshmen; this year, the decline was 0.3 percent.

According to the survey, the number of first-time freshmen at four-year independent colleges increased 0.6 percent but declined at public four-year institutions by 3.6 percent.

At two-year private colleges, freshman enrollments increased by 3.5 percent; at two-year public institutions, freshman enrollments are up 1.8 percent above 1982 levels.

STATES

Georgia High Court Strikes Down Attendance Law

The Georgia Supreme Court has struck down the state's compulsory-attendance law, ruling that the law's failure to define the term "private school" renders it "impermissably vague."

The case, *Roemhild* v. *State*, involved a couple in Stephens County who in 1981 decided to educate their children at home because of their religious convictions. The local school board took them to court, attempting to invoke the criminal sanctions of the compulsory-attendance law.

Under the law, children between the ages of 7 and 16 must attend a public or private school. Parents or guardians who fail to send their children to school may be fined $100 or receive a 30-day jail sentence. The law does not, however, specify any limitations on what constitutes a private school, a spokesman for the Georgia Department of Education said.

The court struck down the law because it failed to provide "fair notice of the behavior which is required or prohibited," and because it delegated too much authority to local courts in determining what constituted a private school, according to the spokesman.

Last year, the state attempted to issue rules that would have required a private school, in order to be recognized as such, to enroll a minimum of 15 pupils, meet the state fire code, and employ at least one college graduate. The rule was shelved at the request of Gov. Joe Frank Harris, who asked that it first be studied by a commission.

The Georgia Board of Education has no plans to try to establish new guidelines, according to Eldon Basham, legal assistant to the state superintendent of education. Mr. Basham pointed out that since the statute under which they would have established a rule is now unconstitutional, he saw no means by which the board could do so.

The state legislature, which convenes in January, could pass a new attendance law, but Mr. Basham said state education officials had no way of knowing whether it will act.

Connecticut Panel Urges Improvement In Technology Use

The Joint Committee on Educational Technology, established earlier this year by the Connecticut Board of Education and the Board of Governors for Higher Education, has issued a set of recommendations designed to improve and better coordinate the uses of educational technology in the state.

The committee defined educational technology as "that aspect of education involved in enhancing human learning through the systematic identification, organization, utilization, and management of a full range of learning resources," according to Robert Hale, coordinator of the learning resources and technology unit for the state department of education.

Mr. Hale said the committee's recommendations address computer hardware and software needs, and also other kinds of technological delivery systems needed to assure that technologies can further the state's educational goals. He said the committee recommended that teacher-training programs be required to teach about computers and technology and that current teachers receive inservice training on the subjects.

In its examination of the schools' use of technology, the committee found that the state's 164 school districts had made some progress in establishing computer programs, but it noted that the state's public colleges and universities had done little to improve the computer literacy of students.

One of the major recommendations of the committee, according to Mr. Hale, is that the state board of education and the board of governors for higher education establish a statewide clearinghouse for information relating to educational technology. The clearinghouse would be supported by state funds and contributions from private foundations and businesses, he said.

Calif. Roundtable Publishes Booklet On Achievement

The California Roundtable, an organization whose members include 88 major corporations in the state with an active interest in educational reform, is distributing a booklet on education to more than 225,000 corporate employees.

The 17-page booklet, entitled "Improving Student Performance in California: A Guide to Community Involvement," is designed to help the employees become acquainted with their local schools and determine educational areas that need improvement.

The booklet lists publications that may be helpful in educating the employees about school issues and provides the names and addresses of agencies and business, community and professional associations with links to education.

The booklet also outlines the Roundtable's "action plan"—a plan that defines the skills business officials expect in entry-level employees, offers short-term assistance to schools in such matters as release time for employees to teach, and lends equipment to districts.

The Roundtable identified education as an "emerging issue" three years ago because of the members' concern about "the persistent unemployment problem, particularly among minority youth in urban centers; the difficulty companies have in locating qualified entry-level employees; and an increasingly technical job market, requiring employees who have mastered the basics in

N.I.E. Issues School Price Index To Measure Effects of Inflation

Called a 'Much-Needed' Tool for School Officials To Gauge Budgets' Buying Power

By Thomas Toch

WASHINGTON—The National Institute of Education has created an index to help elementary- and secondary-school educators measure inflation in school budgets.

Formulated by D. Kent Halstead, an N.I.E. researcher who created a similar index for higher education in 1975, the School Price Index measures the annual change in the level of a number of public-school costs, such as professional salaries, fringe benefits, library materials, textbooks, and "fixed" costs such as insurance.

Allen Odden, director of policy analysis at the Education Commission of the States, writes in the foreword to *Inflation Measures for Schools and Colleges*, an N.I.E. report that outlines the new index, that it "constitutes a much-needed contribution to K-12 education-finance analysis by enabling accurate comparisons over time on a sound dollar basis."

Mr. Halstead said last week that the School Price Index will allow educators to gauge more accurately the purchasing power of their funds than they are able to do using the Consumer Price Index, which tracks price changes in many goods and services that are not relevant to school budgets.

He noted, for example, that during fiscal 1979 the inflation rate in the Consumer Price Index was 13.3 percent, while the School Price Index put inflation of school-related costs at 9 percent. "You are talking about differences of millions of dollars in school-system budgets," he said.

In the N.I.E. report, Mr. Halstead calculates the rate of change in school costs back to 1975.

81.7 Percent Increase

From 1975 to 1982, the prices paid by elementary and secondary schools for operating expenses (capital expenditures and debt service is not calculated in the index) increased 81.7 percent. In other words, for every $100 spent on the cost of running a school in 1975, $181.70 was needed last year to buy the same goods and services.

The annual rate of inflation during that period, according to the new index, ranged from 6.8 percent to 12.2 percent. The compound annual rate of inflation was 8.9 percent. *(See tables on this page.)*

The index reveals that expenditures per pupil increased 8 percent between 1975 and 1981, from $2,260 to $2,441, in 1981 dollars. The $181 per-pupil increase in "real" expenditures between 1976 and 1981 equaled, Mr. Halstead writes, an overall increase of $6.8 billion in the amount of money public schools spent, relative to the number of students enrolled in school in each year.

Public-school attendance declined about 10 percent during that period. If attendance in public schools had not dropped between 1975 and 1981, Mr. Halstead notes, there would have been a decline in the inflation-adjusted amount of money spent per pupil.

The N.I.E. study also shows that the cost of some goods and services increased far more than that of others.

Salaries for teachers, administrators, and other school employees increased only about 65 to 70 percent between 1975 and 1982, while the overall School Price Index was 81.7 percent.

However, the cost of contracted services, supplies, and equipment increased 94 percent during the same period. The cost of fringe benefits for employees and utilities rose 179.7 percent and 184.6 percent, respectively.

Inflation Measures for Schools and Colleges is available from the Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402.

Expenditures in Public Elementary and Secondary Schools Fiscal Years 1975–1981

Fiscal year	Public enrollment: K–12 average daily attendance (ADA)	Expenditures: Actual dollars ($000)	Expenditures: Constant dollars[1] ($000)	Expenditures per ADA pupil: Actual dollars	Expenditures per ADA pupil: Constant dollars	Expenditures per ADA pupil: Constant dollar 1981 prices
1975	$41,524,000	$56,660,670	$56,660,670	$1,365	$1,365	$2,260
1976	41,274,000	62,054,105	57,140,059	1,503	1,384	2,291
1977	40,832,000	66,864,475	57,641,786	1,638	1,412	2,337
1978	40,079,000	73,058,023	58,965,313	1,823	1,471	2,434
1979	39,076,000	78,951,240	58,352,727	2,020	1,493	2,469
1980	38,289,000	86,984,142	58,972,290	2,272	1,540	2,550
1981	37,697,000[2]	92,009,000[2]	55,594,562	2,441	1,475	2,441

[1] Constant dollars in 1975 prices.
[2] Preliminary.
Source: National Institute of Education

School Price Index and Major Component Subindexes Fiscal Years 1975-1983

Fiscal year	Personnel Compensation: Professional salaries	Personnel Compensation: Non-professional wages and salaries	Personnel Compensation: Fringe benefits	Personnel Compensation: Total[1]	Contracted Services, Supplies and Equipment: Services	Supplies and materials	Equipment replacement	Library materials and textbooks	Utilities	Fixed costs	Total[2]	School Price Index[3]	Annual % increase over previous year
1975	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
1976	107.5	107.4	117.5	108.5	108.9	107.8	109.6	112.6	111.1	112.8	109.1	108.6	8.6
1977	113.2	113.6	136.8	115.8	113.8	112.8	115.9	116.4	123.3	127.5	117.0	116.0	6.8
1978	120.1	121.7	148.8	123.4	121.4	119.4	124.3	123.7	134.7	142.4	125.9	123.9	6.8
1979	128.4	130.7	163.6	134.6	127.9	130.8	134.5	131.5	156.4	159.9	138.0	135.3	9.2
1980	137.0	139.9	209.3	145.1	138.5	148.1	148.1	137.8	203.9	178.6	157.0	147.5	9.0
1981	152.1	154.6	243.2	162.2	153.3	165.2	163.8	147.8	258.3	200.3	178.7	165.5	12.2
1982	165.8	169.9	279.7	178.6	169.2	175.2	177.7	160.1	284.6	218.0	194.0	181.7	9.8

[1] Personnel compensation total index based on weighted average as follows: professional salaries, 72.8 percent; nonprofessional wages and salaries, 16.6 percent; fringe benefits, 10.6 percent.
[2] Contracted services, supplies, and equipment total index based on weighted average as follows: services, 27.15 percent; supplies and materials, 34.79 percent; equipment replacement, 3.36 percent; books, periodicals, and audiovisual, 6.13 percent, utilities, 13.51 percent; fixed costs, 15.08 percent.
[3] School Price Index based on weighted average as follows: personnel compensation, 79.75 percent; contracted services, supplies, and equipment, 20.25 percent.

Court Upholds Eligibility Check, Limits Ban on Soft-Drink Sales

By Susan Walton

WASHINGTON—In a ruling handed down last week, Judge Thomas F. Hogan of the U. S. District Court for the District of Columbia upheld the Agriculture Department's rule requiring school systems to verify the eligibility of low-income pupils for free or reduced price lunches.

The same day, a three-judge panel of the U. S. Court of Appeals for the District of Columbia overturned a U.S.D.A. regulation that prohibited the sale of soft drinks anywhere on school premises until the end of the final meal period. But the two-to-one ruling upheld the ban on selling soft drinks in areas where they would compete directly with foods sold in federally subsidized feeding programs. The 1979 regulation also barred the sale of water ices, chewing gum, and certain candies during the same period; the ruling affected only soft drinks.

The eligibility rule, which requires schools to verify 3,000 or 3 percent of the applications for free or reduced-price meals, was challenged by four individuals, the school boards of New York City, Milwaukee, Cleveland, Detroit, and Pittsburgh, and the National Anti-Hunger Coalition. The case, *Sargent* v. *Block*, challenged the verification requirement on several counts.

Binding Interim Regulations

The central argument, however, was that Agriculture Secretary John R. Block violated several federal laws by issuing the binding interim regulations before completing a pilot study of their effectiveness. The plaintiffs also argued that the regulations would discourage participation in the program.

In his Nov. 15 ruling, U. S. District Judge Thomas F. Hogan wrote, "The court is unwilling to find that the Secretary erred by deciding he need not undertake a flexibility analysis." However, the ruling said, "The court is concerned about the inhibiting effect which verification may have on participation in the program. To the extent that plaintiffs are harmed by the absence of a statutory mandate that a pilot study be completed prior to the commencement of verification, their complaint may more appropriately be directed at Congress."

Pilot Study by December

An attorney for the Food Research and Action Center, a Washington-based advocacy group that represented the plaintiffs, said he had not yet discussed the possibility of an appeal with the plaintiffs. The U.S.D.A. has indicated that a pilot study will be completed by December, and in view of that, the plaintiffs may decide that an appeal is not worthwhile.

The challenge to the U.S.D.A. ban on the sale of soft drinks in schools that participate in federal feeding programs was filed by the National Soft Drinks Association, a trade group representing manufacturers. The regulation was "arbitrary, capricious, and an abuse of discretion" because it singled out certain foods, the association claimed.

The central question in the case, *National Soft Drink Association* v. *Block*, was defined by the court as "the time and place issue."

The soft-drink association contended that the law did empower the Agriculture Secretary to restrict the sale of foods that competed with those sold in the federally subsidized programs.

"We have no trouble in finding that soda pop, if offered at the same time and place as programmed foods, would be in competition with those foods for both the child's coins and appetites," the opinion states.

But the part of the rule that barred the sale of soft drinks throughout the school until the end of the meal period, the court ruled, did exceed the statutory authority.

Education Department To Cite Outstanding Private Schools

By Thomas Toch

WASHINGTON—Secretary of Education Terrel H. Bell last week announced a $370,000 grant to support a search for 50 exemplary private secondary schools.

The noncompetitive award was made to the Council for American Private Education (CAPE), an organization representing 15 private-school groups, as part of the Secretary's effort to recognize leading schools. The effort was initiated last year with a $270,000 program that led to the identification of 152 "outstanding" public secondary schools and a White House ceremony this fall in their honor.

The public-school program will be expanded this year, at a cost of $450,000, Secretary Bell also said last week.

Robert L. Smith, CAPE's executive director, said his organization will soon send letters to the some 7,000 schools eligible for consideration under the Exemplary Private School Recognition Project.

"This is not a project to identify 'the best schools'," Mr. Smith said, "Rather, we're trying to show the country that good education takes place in a variety of settings. I don't expect that only the Exeters [Phillips Exeter Academy in Massachusetts] will win this."

In order to be considered for the competition, a school must have students enrolled in grades 10 through 12, it must have been in operation since 1978, and it must be nonprofit and not involved in any court proceedings with the Internal Revenue Service regarding its tax-exempt status.

Development of Whole Student

Mr. Smith said "each school's emphasis on the development of the whole student—moral, ethical, and social development—will be given significant consideration" in the competition.

He said CAPE will ask the principal of participating schools to submit an application that will be screened by a panel of 14 representatives from CAPE's member groups. Teams of two panel members will make one-day visits to about 125 selected schools. The 50 winners will be announced next spring.

Mr. Smith said the federal grant will enable CAPE to transport evaluators to and from schools and meetings and to pay them honorariums of $100 for each day's work.

Schools in the public secondary-school recognition program will be nominated by chief state school officers; nominations will be due to the Education Department by Feb. 13, 1984.

The purpose of the program, Secretary Bell said last week, "is to call attention to schools that are outstandingly successful in meeting the needs of all their students."

The department will convene two, 18-member panels in Washington to review the nominated schools and conduct two-day visits to an as yet undetermined number of schools, that will be chosen according to their demographic characteristics; 14 "attributes of success," including "clear academic goals" and "rewards and incentives for teachers;" their "progress;" and seven "indicators of success," including student performance on standardized tests and student drop-out rates.

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READING SKILLS
Children who are taught to read in programs that use literature, instead of the basal readers used by most schools, tend to write better, to develop more higher-order skills, and to become lifelong readers, according to some researchers.

See Page 11.

MAGNET SCHOOLS
In the first national assessment of magnet schools, a new study finds that they are effective both as educational innovations and in school-desegregation efforts—and they are growing in number without the incentive of federal support.

See Page 5.

THE HUMANITIES
The back-to-basics movement has had a negative effect on the humanities, according to a new survey, and despite the current effort to upgrade education, little is being done to strengthen or promote instruction in those fields, officials report.

See Page 5.

EDUCATION WEEK

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Forum Said Successful in Rallying Support for Change

By Thomas Toch

INDIANAPOLIS—By many accounts heard here, Education Secretary Terrel H. Bell's wish for the national forum on excellence in education last week was fulfilled. In drawing national attention to education, participants said, it is likely to do much to make the topic a key political issue between now and the November elections.

Elected officials at every level who ignore the topic of education reform in the months ahead will do so at their political peril, according to many of the 2,500 educators and politicians here.

"Every candidate in the primaries and general elections is going to have to have a program to improve education," said Gov. Thomas H. Kean of New Jersey, one of several speakers at the forum to advocate reforms in the public-school teaching profession.

The political pressure building for substantive education reforms is suggested by recent polls, he and others noted. "We're finding that if you are an elected official, and you don't attend to education, you will be in trouble politically," said Geoffrey D. Garin, senior vice president of Peter Hart Research Associates, a Washington-based firm that is doing the polling work for the Mondale Presidential campaign. "This is true nationwide and filters all the way down to mayoral races."

He added that "the public wants accountability in education. It's not like the 1960's, when the feeling was that more money was the answer. Taxpayers want more accountability of teachers and students."

Gov. Kean noted in an interview that recent polls done for him in his state offer "one very, very strong message: If policymakers ask for more money for education, it better be accompanied by proposals for measurable change. But if there are [such proposals], there is overwhelming support for increased spending for education."

Mr. Garin also noted that some polls suggest the Republican Party in recent months has "neutralized" the political advantage

Continued on Page 14

Oklahoma Progress Jeopardized by Massive Revenue Shortfall

By Charlie Euchner

Faced with a $155-million budget deficit and legislative resistance to higher taxes, Gov. George P. Nigh of Oklahoma has ordered state agencies to cut their budgets, beginning with a 26-percent reduction this month.

Education, which accounts for almost 70 percent of the state's $1.689-billion appropriations budget, will be hit hardest.

The Governor's action came after the General Assembly adjourned a special session late last month without approving his proposed tax increase.

The deficit projected for this year and a slightly smaller deficit seen for next year have already affected the state's ability to pay for its ambitious program of salary improvements for teachers and could result in the layoff of 5,000 of the state's 40,000 teachers, according to one budget expert.

AIMING FOR EXCELLENCE

An occasional series on the progress of the school-reform movement.

"We're fooling ourselves if we think we can get through this without some major layoffs," said Douglas J. Eneboldsen, director of the fiscal division of the state House of Representatives.

But Beverly Borthick, a fiscal analyst for the House, said districts can cut spending in ways other than teacher layoffs—by scaling down programs such as after-school athletics, for example, or consolidating school districts, reducing unnecessary administrative positions, and cutting transportation services. Eventually, however, she conceded, the districts will be forced to lay off teachers unless the state increases taxes.

The state had no trouble meeting its monthly bills this year until last month. But then the state brought in $7 million less than was appropriated for November, and projected that December's revenues would fall short of expectations by $34 million. The Office of State Finance is project-

Continued on Page 17

Tax Hikes, Brighter Business Climate a Boon to Schools in Some States

By Cindy Currence

Although some states, like Oklahoma, are struggling with multimillion deficits, others, after several years of financial hardship, are beginning to see some relief. And some are even anticipating budget surpluses.

The improving fiscal situation, according to budget analysts, is largely due to the combination of tax increases adopted by legislatures and voters in the last year and greater-than-expected economic growth in recent months.

The success of some of those tax initiatives, according to some state officials, can be attributed to growing public concern about education.

A survey of states by the National Conference of State Legislatures found that 26 states in a recent 12-month period had raised sales or personal-income taxes, or both; 15 states had increased their business-income taxes; 18 had increased their cigarette taxes; 14 had upped their levies on alcoholic beverages; and 19 had raised their taxes on motor fuel.

Officials in some states said last week that there was less difficulty in passing such tax increases when education programs clearly were the beneficiaries.

"Nobody likes to have their taxes increased," said David Fields, a spokesman for Gov. James R. Thompson of Illinois, but when the state instituted a temporary 1-percent increase in personal income taxes last spring, "we didn't hear much complaining about it," Mr. Fields said.

Education played a major role in convincing state legislators and their constituents that a tax increase was needed, Mr. Fields said. Because Illinois has not had a tax increase in 14 years, the legislature has cut spending in order to balance the budget.

"After a certain point, you start cutting into the muscle of major programs like education and I think most people realized that [additional] cuts would have been devastating," he said.

In addition to the temporary personal-income-tax increase, the Illinois legislature also adopted a 1-percent permanent increase in the state sales tax this year.

Continued on Page 15

Concerns Raised Over Voc.-Ed. In Reform Era

Educators Fear Erosion Of Programs, Interest

By Susan G. Foster

ANAHEIM, CALIF.—Vocational educators say they are worried that the pressures for more academic courses generated by recent national reports on improving education will diminish the numbers of vocational-education programs and students.

Although many state and local administrators attending the annual convention of the American Vocational Association here agreed that it is too soon to gauge how many programs or students have been lost in the states that have already increased academic standards for graduation, they warned that the reforms could lead to dramatic changes in the delivery of vocational-education services within the next few years.

"The long-term consequences are likely to force earlier choices, less flexibility, and more specialized [vocational] institutions," said Robert E. Taylor, director of the federally supported National Center for Research in Vocational Education at The Ohio State University.

Mr. Taylor said the U. S. Education Department has agreed, through its contract with the center, to pay for a national study to address what he calls "the unfinished agenda" of the various reports on education. A panel of experts from within and outside the vocational field, he explained, will examine the role of vocational education in the high school and offer recommendations for improvement.

The decision to convene the study panel was prompted in part by the disappointment of many vocational educators' with the virtual omission of vocational education from the report of the National Commission on Excellence in Education.

'Narrow Perceptions'

Darrel Parks, director of vocational education for the Ohio Department of Education, criticized the excellence commission's report and other national studies for their "biased" and "narrow perceptions." None of the task forces or commissions, he said, considered vocational education important enough to study, nor did any of them include representatives from the vocational-education community.

But, Mr. Parks said, it would be "a major

Continued on Page 17

IN SUMMARY

School Reform in Arizona
A committee is recommending increased graduation requirements, a longer school year, and better teaching. **Story on Page 6.**

'Shortchanging' Education in Illinois
The chairman of the state board of education warns that the lack of funding will erode the quality of the state's schools. **Story on Page 7.**

Tracking in California
A study of comprehensive high schools concludes that they may provide the best education only to the best students. **Story on Page 8.**

A Call for a 'Positive' Attitude
In a major policy statement, the Vatican, for the first time, has endorsed the teaching of sex education in schools. **Story on Page 8.**

A Vote for Merit Pay
Nearly 80 percent of superintendents reponding to a survey favor merit pay but see problems with evaluation. **Story on Page 9.**

Learning To Write
A study finds that some methods of teaching writing are much more effective than others, including a popular one. **Story on Page 10.**

A Question of Related Services
The U. S. Supreme Court will rule on how far school districts must go in providing medical services for the handicapped. **Story on Page 13.**

A Report Card for the President
An American Enterprise Institute report on education says the Administration has lost its mandate for change. **Story on Page 13.**

Appointments 22
Athletics Column 9
Commentary ....18 and 24
Databank 15
Deadlines 21
Events 21
Grants 21
Letters 19
Marketplace 23
Models Column 5
Publishing Column 20
Washington News 13

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PAGE 2

THE WEEK

A SUMMARY OF NEWS AND EVENTS

FEDERAL

House Democrats Accuse Reagan of Bias Against Poor

The Reagan Administration has "substantially" reduced assistance to minority and poor children, the Democrats on a House committee charged last week.

The House Government Operations Committee's accusation was contained in a report on the Chapter 1 program for disadvantaged children and the Chapter 2 block-grants program. The report was prepared by its Subcommittee on Intergovernmental Relations and Human Resources.

The subcommittee's investigation "reveals that block grants have reversed 18 years of federal educational civil-rights policies that have been endorsed by every President, regardless of party, since 1965," said Representative Ted Weiss, Democrat of New York and the panel's chairman.

The Emergency School Aid Act, the largest program folded into the block grants, was intended to help minority children by aiding school districts undergoing desegregation, Representative Weiss noted. "But in every case where the Education Department was authorized to guarantee that federal [block-grant] funds be spent on needy students, the department has shirked its responsibility," he said.

The report was endorsed only by the panel's Democratic members. In a dissenting opinion, its Republican members said: "Frankly, we believe the report reflects an unabashed bias in favor of federal influence over and tight control of our nation's education system."

Rights Commission Agreement Unravels

An agreement between the Congress and the White House over the fate of the new U. S. Commission on Civil Rights appeared to unravel last week with the announcement that all three Presidential nominees to the old panel will be granted seats on the new body.

Early in the week, President Reagan surprised civil-rights leaders and members of the Congress by refusing to appoint the old commission's vice-chairman, Mary L. Smith, to the new panel. Instead, Mr. Reagan named a Laredo, Tex., high-school teacher, Esther Gonzalez-Arroyo Buckley, to the panel.

As expected, Mr. Reagan also appointed Morris B. Abram, John H. Bunzel, and Clarence H. Pendleton Jr. to the new commission.

A day later, House Minority Leader Robert H. Michel of Illinois bypassed an incumbent commissioner, Jill Ruckelshaus, and designated Robert Destro, one of the President's original three nominees, to serve on the commission.

Under the agreement reached last month, the commission's membership was expanded from six to eight, with four members appointed by the President, two by the Speaker of the House, and two by the president pro tem of the Senate. The Congressional appointments were to be made upon the recommendations of the House and Senate majority and minority leaders.

Democratic Congressional leaders said last week that it had been "understood" that Ms. Smith would be one of Mr. Reagan's appointees and Ms. Ruckelshaus one of Mr. Michel's appointees.

NATIONAL

Int'l Service Union Seeks Regulations On Asbestos Control

The Service Employees International Union has filed a rule-making petition with the Environmental Protection Agency intended to force the agency to establish rules on the levels of hazard and on removal requirements for asbestos in schools.

Earlier this year, the union conducted a survey of asbestos in the schools, which estimated that about 10 percent of all schools have hazardous asbestos. The union's members include 90,000 school employees.

At that time, the union accused the federal government of responding sluggishly to a potential hazard. There is no federal requirement that asbestos be removed from schools.

The petition filed last week, however, could establish such a requirement. The union has asked the agency to establish rules that would create standards to gauge whether a hazard exists, how it should be cleaned up, and how workers should be protected while cleaning it up.

The agency has 90 days to respond to the petition, after which the union may seek relief in the federal courts. Union officials have said that they will do so if the E.P.A. fails to act on its petition.

STATES

Plaintiffs in N.J. Case Appeal Judge's Dismissal of Suit

The plaintiffs in New Jersey's new school-finance case, which was originally scheduled to go to trial this month, have appealed a trial judge's dismissal of their suit. Chancery Judge Virginia Long of Mercer County dismissed the complaint on Nov. 15 on grounds that the plaintiffs had failed to exhaust administrative remedies.

The suit, *Abbott* v. *Burke*, contends that the changes made in the state's school-finance system in response to the state supreme court's 1973 order in a successful challenge, *Robinson* v. *Cahill*, have failed to provide adequate or equal fiscal resources for urban districts.

The plaintiffs, a group of schoolchildren from four urban districts, will ask the state supreme court to hear the case directly, bypassing the intermediate appellate level.

In the meantime, according to the lawyer representing the state officials who are defendants in the case, Judge Long's order will set into motion an administrative proceeding to investigate the plaintiffs' claims.

"First, you have to look at the education being provided in those districts and determine whether it is adequate," said Steven Wallach, a deputy state attorney general.

"If not, you have to look at why; it may or may not be financial. Several of these districts are running surpluses. The commissioner has very broad and extensive powers to remedy any deficiencies he finds in those districts," he added.

Marilyn J. Morheuser of the Education Law Center Inc. in Newark, lead attorney for the plaintiffs, said Judge Long's order was without precedent in school-finance litigation. The state supreme court should act quickly, she argued, because the statistical data making up the evidence change from year to year and would have to be updated—a process that is both costly and time-consuming.

But even on the swiftest possible schedule, observers expect it will be at least two months before the case is tried, if at all.

Michigan Sex-Equity Official Develops Program for Districts

An official in the Michigan Education Department has developed a model program to increase the number of women in educational administration by raising awareness in school districts.

Noting that the number of women superintendents and secondary-school principals has declined in Michigan since the beginning of the century, Jo Jacobs, coordinator of the office for sex equity, has tried to

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Tax Hikes, Better Economy Aid Schools

Continued from Page 1

Michigan increased spending for elementary and secondary education by some 30 percent for this year—thanks in large part to the income-tax increase pushed through the legislature by its Governor.

"Education was an important consideration," said Thomas Scott, deputy press secretary to Gov. James J. Blanchard. "We stopped the trend of disinvestment in education. Education is a fundamental building block of the state's economy. That's why the Governor was able to pull it off."

In Arkansas, the linkage between tax increases and education is even stronger. Last session, the legislature passed a 1-percent increase in the sales tax to be used solely for school improvement.

"The Governor would never have requested the increase if we had not had this need in education," said Kay Gaines, assistant press secretary for Gov. Bill Clinton.

In Florida, tax increases tied to education were also approved by the legislature, according to a spokesman for Gov. Robert Graham. "Without the mission of improving the schools, it would be awfully hard to see how [an increase] would pass," Patrick Riordan said. He also noted that recent national reports on educational reform were very helpful in getting the legislation through.

Governors and other state officials at a meeting late last month of the National Task Force on Education for Economic Growth in Wilmington, Del., agreed that education reform has helped to convince the public to support higher taxes.

Gov. Mark White of Texas said he has supported higher taxes since taking office this year because of the need to improve public education in the state. Govs. Charles S. Robb of Virginia, Richard W. Riley of South Carolina, James B. Hunt Jr. of North Carolina, and Pierre S. du Pont 4th of Delaware all agreed that tax increases could be sold on the basis of the need to upgrade education.

Resistance Noted

Although education has been useful in "selling" tax increases to legislators and voters, there are pockets of resistance, officials pointed out.

The adoption of tax initiatives in Michigan has ended the careers of two legislators and has threatened to end the careers of two more.

In unprecedented moves last month, voters recalled State Sens. Philip O. Mastin Jr. and David Serotkin, both Democrats, for voting in favor of the temporary 38-percent income tax increase.

Citizens groups already have presented petitions to oust two more legislators to the election boards of two other counties, Mr. Scott said, and the groups have said they will attempt to unseat other legislators who supported the tax increase.

Missouri's Gov. Christopher S. Bond is waiting to see how the legislature will act on his proposal for a 10-percent increase in state income taxes, much of it needed to finance desegregation of St. Louis schools. *(See Education Week, Nov. 2, 1983.)*

The state legislature is debating various proposals—the Governor's $157-million package, a House tax plan that would raise $335 million annually, and a Senate bill that is a compromise between the Governor's package and the House plan.

Unless a tax increase is passed this week, Governor Bond has said $63 million must be cut from the state's education, health, and agricultural programs. Other states are experiencing opposition to increases from a variety of citizens' groups. In Ohio, groups opposing recent tax increases were very active in campaigning for anti-tax measures that were defeated in state elections last month.

Florida's Governor Graham recently appointed a special commission to study the impact of the state's new unitary tax system that allows the state to apply its corporate tax to the foreign and out-of-state profits of businesses. Businessmen are bitterly opposed to the tax, a spokesman for the Governor said, and it is also a source of dispute between Governor Graham and Lt. Gov. Wayne Mixson. Mr. Mixson publicly called for repeal of the tax this fall while the Governor was out of the country.

Additional Proposals

In the next two years, officials at the National Conference of State Legislatures are expecting even more proposals for increased taxes based on the need to improve educational programs.

Although pressure for educational reform paved the way for tax increases in several states, Steven D. Gold, a finance expert at the N.C.S.L., attributes most of the tax increases in 1983 to economic factors.

It was the state deficits caused by the economic recession, he said, that finally forced many states to increase taxes as a means of offsetting their losses. (A report from the National Governor's Association released last winter revealed that 37 of 41 states surveyed had adopted austerity measures in 1982. Fifteen states reported laying off workers as well as passing temporary revenue-raising measures.)

Another factor, Mr. Gold said, is the tax-revolt movement. "States went overboard in cutting," and then tax increases were necessary to bring services back up to adequate levels.

Because many states already were on the way to establishing biennial budgets last April when the National Commission on Excellence in Education released its report, Mr. Gold pointed out that most legislatures barely got around to discussing some of the major issues it raised before their 1983 sessions ended.

"It's one thing to talk," he said, "it's another thing to have action. In terms of the big bucks, most states did not come through."

Increased emphasis on educational reform will be even more noticeable during the next two years, Mr. Gold predicts. "Numerous" states will increase taxes to fund 1984-85 education budgets, he said, basing his prediction on the [illegible] of a recent N.C.S.L. survey of state legislators on education committees. Forty-six legislators representing 36 states responded to the survey.

"Taxes and elementary and secondary education ranked one and two as the leading state budget issues during 1983," the report states. "Attention to school finance represents a dramatic shift from just a year ago, when less than one-fourth as many states mentioned funding local government—including the schools—as a top budget issue."

Charlie Euchner contributed to this report.

Court To Rule on Related Services

Continued from Page 13

ministration said Judge Alsop's decision would discourage compliance with the law and "reward self-proclaimed lawbreakers."

In *Lawrence County v. Lead-Deadwood School District No. 40-1*, (No. 83-240), the Justices have been asked to decide whether a South Dakota funding statute is unconstitutional because it is in conflict with a federal law that provides payments to local government units in lieu of property taxes on federal lands.

Under the Payments in Lieu of Taxes Act of 1976, when the federal government acquires large amounts of property—for example, for additions to the National Park System—it must compensate local governments for property taxes lost as a result of such acquisitions.

Lead-Deadwood school officials brought suit in state circuit court against the Lawrence County commissioners in February 1982 in order to force them to disburse funds received under the federal law to local schools. The school district would have received 60 percent of those funds under a South Dakota law that directs that all federal payments in lieu of taxes be distributed in the same manner as state taxes.

The county officials countersued, claiming that the federal law states that funds received under the act could be used for any local government purpose. Under the Sixth Amendment's "Supremacy Clause," they argued, federal laws supersede state laws whenever the two conflict.

The state trial court ruled in favor of the county commissioners' position in September 1982, but that decision was reversed by the South Dakota Supreme Court a month later. Last week, the Justices invited the Reagan Administration to file a brief outlining its position in the case.

In other action last week, the Court, without comment, upheld a federal appeals court's decision that at-large elections for the school board in Mobile County, Ala., violated the civil rights of black residents.

This fall, the county, under court order, agreed to begin electing members to its five-member board under a ward system that ensures black representation. The Justice Department filed a brief opposing the county's challenge of the appeals court's decision in the case, *Board of School Commissioners v. Brown* (No. 83-334).

The Court last week also rejected a Texas school district's claim that a former teacher and coach filed his race-discrimination claim against it too late. In *Big Spring Independent School District v. Griffin*, (No. 83-378), the Court upheld a federal appeals court's ruling that James Griffin's claims of race discrimination under the Fourteenth Amendment were still alive, even though he filed his suit more than two years after being notified by the school district that his contract was not renewed. Under Texas law, teachers must file a grievance in nonrenewal cases within two years of their dismissal. The case will go back for trial in the U. S. District Court for the Northern District of Texas.

DATABANK

Dropout Rates of High-School Students

Approximately 14 percent of sophomores in U. S. high schools in 1980 dropped out during or after their sophomore year and before completing graduation requirements, according to new data drawn from the National Center for Education Statistics' study, "High School and Beyond." The statistics were drawn from a base-year survey of 30,000 sophomores and 28,000 seniors in a national, representative sample of 1,015 schools. By the spring of 1982, data from a subsample of students re-surveyed indicate, over 27 percent of the dropouts were unemployed or dissatisfied with their work and searching for other jobs. Most of those in full- or part-time positions held jobs requiring low skills, such as factory and other manual labor. And most dropouts, according to the report, said they regretted their decision to leave school early.

The survey also found that male sophomores were more likely than female sophomores to drop out (15 percent versus 13 percent), and that American Indians and Alaskan Natives had the highest dropout rate of any racial/ethnic group—over 29 percent. Hispanics and blacks followed with 18 percent and 17 percent, respectively; the dropout rate for whites was 12 percent; and only 3 percent of Asian Americans left school prematurely.

The tables below list students' reasons for leaving school and the jobs they held after dropping out, based on the subgroup survey of 1,188 males and 1,101 females.

Reasons 1980 Sophomore Dropouts Reported For Leaving High School Before Graduation, by Sex

Reasons[1]	Male (percent)	Female (percent)
School-related:		
Was expelled or suspended	13.0	5.3
Had poor grades	35.9	29.7
School was not for me	34.8	31.1
School grounds too dangerous	2.7	1.7
Didn't get into desired program	7.5	4.5
Couldn't get along with teachers	20.6	9.5
Family-related:		
Was married or planned to marry	6.9	30.7
Was pregnant	NA	23.4
Had to support family	13.6	8.3
Peer-related:		
Friends were dropping out	6.6	2.4
Couldn't get along with students	5.4	5.9
Health-related:		
Illness or disability	4.6	6.5
Other:		
Was offered job and chose to work	26.9	10.7
Wanted to enter military	7.2	0.8
Moved too far from school	2.2	5.3
Wanted to travel	7.0	6.5

[1] Students might report more than one reason.

SOURCE: National Center for Education Statistics.

Work That 1980 Sophomore High-School Dropouts Did On Their Most Recent Job, by Sex[1]

Kind of Work[2]	Male (percentage distribution)	Female (percentage distribution)
Total	100.0	100.0
Lawn work, odd jobs	6.0	2.9
Waiter, waitress	14.1	23.0
Babysitting or child care	0.1	14.0
Farm work	8.7	1.5
Factory work	10.9	8.0
Skilled trade	13.9	2.8
Other manual labor	12.1	8.1
Store clerk or salesman	5.9	15.2
Office or clerical work	1.2	10.2
Hospital or health-related work	0.9	2.5
Gas station, car wash attendant	8.4	1.9
Delivery jobs	1.7	0.4
Military	5.8	2.4
Other jobs	10.4	7.2

[1] Columns may not add to 100.0 because of rounding.

[2] Respondents were asked to choose the job that paid the most per week if they had more than one kind of work.

SOURCE: National Center for Education Statistics.

12/20/83 R4800-2A

DECISIONS
Courts and state legislatures are increasingly being asked to decide whether and under what circumstances parents have the right to remove their children from school and educate them at home.

See Page 8.

DISPARITIES
Five years after Connecticut passed a law to equalize school spending, a study has found that a gap between rich and poor districts persists; and critics have resumed a suit charging that the formula is not working.

See Page 5.

DESEGREGATION
Ten school districts in suburban Milwaukee are resisting efforts by the city school board to compel them to participate in a cross-district busing program for area students and to become part of a regional school-planning council.

See Page 6.

EDUCATION WEEK

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THE ATHENIAN SCHOOL

Private-School Officials Fear Reforms May Infringe Upon Their Autonomy

By Charlie Euchner

Although they welcome the public attention generated by this year's national reports on education, officials of private schools say they are concerned that reform initiatives now under consideration in the states could imperil their independence and consequently hurt their schools.

No major organization that represents the interests of private schools has yet promoted any set of reforms for the schools to pursue, but most school officials said they were considering changes on a "school by school basis" as a result of the reports.

Richard Wallace, the only representative of private schools on the National Commission on Excellence in Education, said they have relaxed their academic standards almost as frequently as public schools in the past 15 years. Many of those schools must revamp their programs to "stay one step ahead" of public schools and attract students and teachers, he said.

"When we think we're beyond all this [discussion of reform], we're in trouble," asserted Mr. Wallace, who is the principal of Lutheran High School East in Cleveland Heights, Ohio. "Many nonpublic schools have been lessening requirements" to attract students in recent years, he added.

Other private-school leaders criticized both the proposals of the excellence commission and other study groups and the initiatives undertaken by many states. They

Continued on Page 12

Trust Said Key to Private-School Salary Satisfaction

By Anne Bridgman

At a time public-school leaders across the country are struggling to devise workable criteria by which to judge the quality of teachers' work, the first study ever undertaken of salary systems in independent schools has found that, for teachers, such systems remain "shrouded in mystery."

In detailed case studies of nine independent schools, researchers under the sponsorship of the National Association of Independent Schools found that most teachers at the schools did not know the criteria on which increments for high-quality "performance" were awarded. Moreover, the researchers found, awards of that kind are generally given on the basis of little specific evaluation.

However, in a finding that contrasts sharply with that often reported among public-school personnel, the researchers discovered a high degree of satisfaction among the teachers surveyed about their salaries, and little discontent about the undefined reward system. Many teachers attributed their satisfaction with the current system to their degree of "trust" in their schools' leadership and said they might be

Continued on Page 13

Political, Reform Goals Merged In Administration's 1984 Plans

Target Discipline Issue for Teachers, Minority Groups

E.D. Discretionary Funds, Not Programs, To Be Hiked

By Thomas Toch

WASHINGTON—Reagan Administration officials say they view school discipline as the Administration's next major education issue, but they are also actively exploring ways to use the issue to political advantage in the 1984 Presidential campaign.

In his recent address to the national forum on education in Indianapolis, the President spoke of "stricter discipline codes" as a "fundamental reform" needed in the schools. He also said he had directed the Departments of Justice and Education to "find ways [the federal government] can help teachers and administrators enforce discipline."

That task, in fact, was initiated last June when Presidential Counselor Edwin Meese III created a White House "working group" on school violence and discipline under the chairmanship of Gary L. Bauer, deputy under secretary of education.

Mr. Bauer said last week that the Administration feels it can, through initiatives promoting better school discipline, associate itself publicly with a popular issue—as it did last summer with merit pay—and im-

Continued on Page 14

WASHINGTON—The endorsement by senior Reagan Administration officials last week of a strategy for using the education issue in the upcoming Presidential campaign has apparently ended a long debate within the Administration over the size of its fiscal 1985 education budget.

According to sources, White House and Education Department officials agreed after a meeting last week that they would not initiate any major education programs or seek substantial increases in the federal education budget.

"It was resolved that it would be an unwise precedent to start new programs. The other side will always be able to argue that we should spend a couple of billion more on them; we can't win that debate," said a source familiar with the discussions at the meeting.

Continued on Page 13

Holiday Schedule

Education Week *will not publish on Dec. 28 or Jan. 4. The regular publication schedule will resume with Issue Number 16 on Jan. 11.*

U.S. Pupils Rank Low in 8-Nation Test

By Susan Walton

An achievement test administered to 6th-grade pupils in eight nations by a Dallas newspaper has found new evidence that American schoolchildren lag behind their counterparts elsewhere, particularly in mathematics.

While Japanese children led by answering, on average, 50.2 percent of the questions correctly, American children answered 25.3 percent correctly. But on a test of geography, Japanese students ranked below those of the other seven countries.

The tests, given to a total of 600 children in the U. S., Canada, England, Australia, Japan, Sweden, Switzerland, and France, were sponsored by *The Dallas Times Herald*. Editors at the newspaper decided to administer the tests as part of an 11-part series examining in detail the issues raised by the report of the National Commission on Excellence in Education. The *Times Herald* spent an estimated $240,000 on the series, publication of which began on Dec. 11.

The tests were an important part of the series because the excellence commission had to rely on international test scores that dated from the 1960's, according to Ray Herndon, the assistant managing editor who directed the project. Although a new international assessment is now underway, the new data are not yet available, so there was no way to know whether the gap between U. S. students and students elsewhere still held, he said.

To design the tests, the newspaper enlisted experts in the fields and worked with test designers in the Dallas school system and local universities. Glenn T. Seaborg, a Nobel laureate in chemistry who served on the excellence commission, supervised the development of the science test.

Continued on Page 14

IN SUMMARY

School Reform in Ohio
A commission has recommended revisions to the state's tenure law and competency tests for new teachers. **Story on Page 5.**

School Funding in Connecticut
Despite a school-finance reform law, disparities between rich and poor districts continue, a study reveals. **Story on Page 5.**

Controversy in Milwaukee
Suburban school districts say they will fight efforts by the city to involve them in cross-district busing of students. **Story on Page 6.**

Matters of Concern
Vocational-education teachers worry most about receiving adequate resources for their programs, according to a poll. **Story on Page 6.**

Action on the Home Front
Courts and legislatures are increasingly being asked to define the rights of parents to teach their children at home. **Story on Page 8.**

Language Barriers
Few teachers have the training to help students who cannot write or speak standard English, educators say. **Story on Page 8.**

A Matter of Money and Principle
Officials of churches and religious schools protest a law that compels their participation in the Social Security system. **Story on Page 10.**

Living With CETA's Successor
Coordinating traditional resources with new federal job-training funds is a major challenge, says Ohio's governor. **Story on Page 10.**

Commentary 16
Curriculum Column 6
Events 18
Federal File 10
Letters 17
Marketplace 19
Media Column 9
New in Print 17
Teachers Column 8
Washington News 10

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

FEDERAL

Chicago Board Faces Pregnancy-Bias Suit

The Reagan Administration has filed suit in federal district court charging the Chicago Board of Education with discrimination against female employees in providing sick leave and health insurance for pregnancy and childbirth.

In papers filed with the U. S. District Court for the Northern District of Illinois on Dec. 9., the Justice Department charged that the school board violated the Pregnancy Discrimination Act of 1978 from its effective date, April 29, 1979, until Nov. 1, 1979, when a new union contract eliminated the situation.

Superintendent of Schools Ruth B. Love and the Chicago Teachers Union Local No. 1 were also named as defendants in the lawsuit.

During the six-month period, the government said, pregnancy-related medical expenses of female employees were excluded from major medical coverage, while male employees received comprehensive medical coverage.

In addition, single female employees with no children were prevented from enrolling in the insurance company's family plan, allowing them to enroll only in the single plan that did not cover pregnancy-related conditions. The government also alleged that the school board paid insurance premiums for up to 25 months for disabled men on sick leave, while restricting payments to one month for women disabled by pregnancy-related conditions.

The government asked the court to bar the school board from instituting such insurance policies again and to order the board to compensate women against whom it discriminated.

The Justice Department filed a similar suit against the Buffalo, N. Y., school board last April.

Final Vacancy Filled On Rights Panel

Senate Majority Leader Howard H. Baker Jr. of Tennessee filled the last vacancy on the new U. S. Commission on Civil Rights last week, bypassing two moderate Republicans from the old panel in favor of a moderate black Republican from his home state.

Senator Baker's nomination of Francis F. Guess, Tennessee's commissioner of labor, apparently ended the possibility that the former commissioners, Mary L. Smith and Jill Ruckelshaus, would be seated on the new panel.

Moment-of-Silence Review Is Sought

The Reagan Administration last week asked the U. S. Supreme Court to consider whether a "moment of silence" in public schools violates the First Amendment's separation of church and state.

The Court ruled in 1962 that recitation of prayers by teachers in public schools is unconstitutional, but it never has ruled on the moment-of-silence issue. Some 22 states have enacted laws that provide for some form of meditation at the beginning of the school day.

In its friend-of-the-court brief in the case of *Wallace* v. *Jaffree*, the Justice Department said, "To hold that the moment of silence is unconstitutional is to insist that any opportunity for religious practice, even in the unspoken thoughts of schoolchildren, be extirpated from the public sphere."

It added that "moment-of-silence statues are libertarian in the precise spirit of the Bill of Rights: they accommodate those who believe that prayer should be an integral part" of the public schools' activities and "do so in the most neutral and noncoercive spirit possible."

STATES

N.E.A. Will Fight New Arkansas Teacher-Testing Law

The National Education Association (N.E.A.) has condemned an Arkansas law requiring the state's on-the-job teachers to take competency tests, saying it "demeans" teachers and "deceives" the public.

At its meeting last week, the N.E.A. board of directors also voted to send a team of board members to Arkansas to lobby against the law through a media campaign and to meet with education and civil-rights groups, legislators, and with the Governor, said Linley Stafford, an N.E.A. spokesman. The biennial state legislature meets again in 1985; testing is scheduled to begin during the 1984-85 school year.

Mr. Stafford said the action to rescind the law, passed last September, was the first of the kind taken by the N.E.A. in the field of teacher testing. Earlier this month, Gregory Anrig, president of the Educational Testing Service, announced his organization's opposition to the law and said E.T.S. will not permit Arkansas to use its National Teacher Exam in the new program.

The law, strongly supported by Gov. Bill Clinton, requires all certified teachers and administrators to pass a basic-skills test by 1987. They also must pass a subject-area test or take six credit-hours in their field.

Gov. Clinton also pushed through a 1-percent sales-tax increase in the same September school-reform package. He argues that teacher-testing is necessary to restore public confidence in the public schools.

New Jersey Board Endorses Reforms Proposed by Kean

The New Jersey Board of Education has endorsed, "in principal," Gov. Thomas H. Kean's controversial teacher-licensing reforms.

In addition, Saul Cooperman, the state commissioner of education, has announced the formation of a panel of 11 nationally known experts to help the state implement the Governor's proposals.

The proposals, announced this fall, would abolish the current regulation requiring New Jersey teachers to have earned college credits from an education school. Governor Kean's plan would allow certification of college graduates who hold a bachelor's degree, demonstrate knowledge of their subject area on an examination, and successfully complete a one-year internship.

The panel, chaired by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching and author of a recent, report on schooling, will recommend characteristics of the internship and study teacher training and "effective teaching" as part of an effort to upgrade and standardize the curricula of New Jersey's education schools.

Mr. Cooperman will appoint another advisory panel of New Jersey educators and citizens in February. It will make its recommendations on the Governor's reforms to Mr. Cooperman by April 30. The commissioner will report to the state board by May 9. The board will take final action on the proposed reforms in September.

Meanwhile, the politically powerful New Jersey Education Association has called for modifications in the Governor's plan in order to "plug loopholes and correct deficiencies" in it. The 120,000-member teachers' organization claims that the proposed changes in the state certification regulations would lower existing standards.

The N.J.E.A. is proposing that non-education majors be eligible for teaching licenses only if they have a 2.8 grade-point average during college and take 12 hours of pedagogy courses during the summer before they begin teaching and an additional six hours of courses or in-service training during their first year of teaching.

N.C. Panel Proposes All Students Take Vocational Course

A committee appointed by Gov. James B. Hunt Jr. of North Carolina has recommended that all high-school students in the state be re-

Growth Seen in States' Education Funds

Despite declining enrollments and tight budgets, states' support for education increased an average of 62 percent between the 1977-78 and 1982-83 school years, a new report on state education spending has found.

The report, "State Support for Education 1982-83," was released this month by Augenblick, Van de Water and Associates, a Denver-based consulting firm that specializes in education policy and planning services. The report was written by John Augenblick and Gordon Van de Water. Mr. Augenblick was formerly the director of the Education Finance Center of the Education Commission of the States; Mr. Van de Water served as a policy analyst for E.C.S.

The researchers used data from multiple sources, including the U. S. Census Bureau and the Bureau of Economic Analysis, both branches of the U. S. Commerce Department. Additional information was provided by several professional associations, including the National Association of State Budget Officers and the National Education Association, and by the National Center for Education Statistics.

The analysis is intended as a tool for policymakers, providing them with a summary of financial and demographic trends that affect education, Mr. Augenblick said. Underlying the research, he said, was the question of whether the recent emphasis on elementary and secondary education had come at the expense of higher education. Previous research suggested that in at least one state, Idaho, this had been the case.

The analysis showed this was true in three other states—Indiana, South Dakota, and Wisconsin. In four other states—Alaska, Hawaii, Louisiana, and Maryland—the reverse was true.

"We were pleasantly surprised to find a number of states where both levels were doing well," Mr. Augenblick noted.

Among the other findings from the report:

- The substantial average increase in education spending was "fueled by very large increases in the Western states." Increases in other regions were considerably smaller—less than 45 percent in the Great Lakes, mid-Atlantic, and Plains regions.
- While funding was growing, public-school enrollment in most states was declining, a phenomenon that raised the level of per-pupil expenditures. In the five-year period covered by the report, the level of per-pupil support increased by an average of 79 percent. The increase was "enormous" in the Far West and "very high" in New England.
- Per-capita state support for education, when analyzed by region, showed more variation in 1982-83 than in 1977-78.
- Relative to personal income, state support for education declined an average of 9 percent during the five-year period. Only in the Far West, the report notes, did the tax burden of state support for schools increase.

The report, which includes a wall chart summarizing major trends, is available from Augenblick, Van de Water and Associates Inc., P. O. Box 20276, Denver, Colo. 80220. Single copies cost $15.00, prepaid; for orders of five copies or more, the cost is $13.50 per prepaid copy. —S.W.

State Support For Elementary/Secondary Education, 1977-78 and 1982-83

	State support		State support as % of state expenditures		Support per pupil (ADA)		Support per capita		Support per $1000 personal income	
	Change 1982-83 (millions)	Change 1977-78 to 1982-83	1977-78	1982-83	1982-83	Change 1977-78 to 1982-83	1982-83	Change 1977-78 to 1982-83	1982-83	Change 1977-78 to 1982-83
50 states	**$58,445.0**	**62.0%**	**34.5%**	**35.4%**	**$1,611**	**79.0%**	**$252**	**52.7%**	**$22.80**	**-3.3%**
NEW ENGLAND										
Connecticut	660.3	87.5	18.4	20.3	1,420	128.7	209	83.3	15.30	10.1
Maine	274.5	63.9	40.4	38.8	1,401	86.1	242	59.2	26.80	1.9
Massachusetts	1,141.4	35.8	21.1	23.9	1,301	72.1	197	34.9	16.60	-17.0
New Hampshire	28.0	20.2	10.8	6.7	189	36.0	29	7.4	2.70	-34.1
Rhode Island	174.5	40.7	21.9	20.3	1,396	33.7	182	40.0	17.00	-11.9
Vermont	98.0	90.7	25.6	30.3	1,149	120.5	190	82.7	20.10	10.4
MIDEAST										
Delaware	244.2	42.6	34.5	35.9	3,081	92.6	406	41.0	34.40	-10.4
Maryland	956.2	27.9	37.2	29.6	1,504	52.5	224	25.8	18.40	-22.0
New Jersey	1,947.8	55.6	32.4	31.0	1,797	78.5	262	53.2	20.10	-5.6
New York	4,492.0	42.5	28.2	25.6	1,824	67.2	254	43.5	20.60	-12.0
Pennsylvania	2,850.0	34.4	39.5	37.2	1,745	60.5	240	34.8	21.90	-14.5
SOUTHEAST										
Alabama	735.9	14.2	50.7	39.8	1,053	16.9	187	10.0	21.80	-28.8
Arkansas	505.6	69.6	43.2	44.3	1,237	77.5	221	63.7	26.50	6.0
Florida	2,600.0	73.0	52.7	50.5	2,059	206.9	250	47.9	23.00	-11.2
Georgia	1,358.2	88.6	31.8	36.8	1,419	96.5	241	74.6	25.30	9.1
Kentucky	1,054.0	61.8	43.6	46.2	1,751	71.3	287	57.7	32.40	2.9
Louisiana	1,072.5	50.1	19.5	26.9	1,528	59.8	246	38.2	24.40	-18.9
Mississippi	527.8	57.8	43.8	43.8	1,204	69.3	207	52.2	26.60	-2.9
North Carolina	1,622.8	39.9	53.6	46.4	1,584	49.6	270	31.7	29.90	-15.5
South Carolina	785.8	57.7	40.5	41.1	1,376	67.8	245	46.7	29.00	-5.5
Tennessee	882.7	55.0	26.1	47.9	1,139	62.9	190	47.3	21.40	-5.3
Virginia	1,115.6	71.2	31.6	34.6	1,235	88.5	203	62.4	18.50	1.6
West Virginia	606.0	63.1	41.4	46.1	1,756	70.5	311	59.5	35.10	5.1
GREAT LAKES										
Illinois	2,327.3	21.8	30.3	27.3	1,427	43.9	203	21.6	16.70	-20.1
Indiana	1,562.8	65.4	60.9	71.8	1,751	89.5	286	63.4	28.30	10.5
Michigan	2,066.8	18.6	45.0	43.9	1,275	36.7	227	19.5	20.50	-18.7
Ohio	2,136.0	54.0	32.8	29.7	1,249	78.7	198	53.5	18.40	1.1
Wisconsin	979.0	51.2	16.2	24.0	1,354	67.8	205	48.4	19.60	-3.9
PLAINS										
Iowa	635.0	38.5	33.2	33.9	1,323	58.1	219	39.5	20.80	-8.0
Kansas	606.1	66.6	43.3	42.9	1,659	86.8	252	60.5	22.00	0.0
Minnesota	1,181.8	16.3	35.8	31.8	1,748	35.4	286	12.2	25.80	-27.5
Missouri	857.7	65.1	36.5	38.5	1,186	88.3	173	61.7	17.00	4.3
Nebraska	190.0	92.1	20.5	25.3	764	120.8	120	87.5	11.40	21.3
North Dakota	175.0	77.1	37.9	41.0	1,564	91.9	262	72.4	24.40	-1.6
South Dakota	95.0	205.5	17.2	33.8	805	251.5	137	204.4	14.50	68.3
SOUTHWEST										
Arizona	640.0	54.1	40.3	38.3	1,247	38.7	224	31.0	21.90	-20.7
New Mexico	646.1	106.5	51.5	50.3	2,527	116.4	475	86.3	52.80	18.9
Oklahoma	1,037.5	100.3	—[1]	54.0	1,904	103.6	327	80.7	30.30	5.6
Texas	4,159.0	75.6	—[1]	42.5	1,522	66.3	272	51.1	24.00	-10.1
ROCKY MOUNTAIN										
Colorado	668.4	59.9	41.7	42.6	1,318	65.2	220	41.9	18.60	-14.7
Idaho	288.5	121.9	44.7	63.9	1,499	116.6	299	103.4	32.30	33.5
Montana	230.6	39.2	—[1]	—[1]	1,707	58.1	288	34.0	29.50	-15.5
Utah	480.0	76.5	49.6	48.4	1,407	54.3	309	49.3	35.40	-0.3
Wyoming	130.0	112.8	40.1	29.1	1,366	92.1	259	75.0	21.60	9.6
FAR WEST										
Alaska	469.1	112.4	19.6	12.4	5,920	120.8	1,128	102.9	70.50	39.1
California	8,189.6	139.1	28.8	37.4	2,174	167.1	331	116.3	26.40	35.4
Hawaii	458.4	96.1	27.1	32.9	3,098	108.6	461	80.8	39.80	18.8
Nevada	217.1	149.5	—[1]	50.3	1,535	140.6	246	92.2	21.00	28.0
Oregon	801.7	112.7	27.3	41.6	1,500	125.2	227	95.7	21.90	31.9
Washington	1,682.1	108.3	32.8	47.2	2,452	114.7	396	83.3	34.10	17.6

[1] Data incomplete.

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MEDIA

"The New Literacy," a television series created as a for-credit college course on computer technology, will be aired on public-television stations beginning in January.

The 26-part series documents the capacities and potential uses of computers, reviews hardware and software systems, and examines developments that will advance information processing. The half-hour segments cover such topics as: communicating with a computer; adding, retrieving, and storing data; personal computing; systems analysis and design; programming languages; operating systems; and computer files and databases.

The series was financed by the Annenberg/Corporation for Public Broadcasting Project, a fund set up to provide grants for telecommunications projects which address problems in higher education. "The New Literacy" is the first of 17 television courses being developed under the project. The courses following "The New Literacy" will include "The Constitution: That Delicate Balance," "Congress: We the People," "The Brain," and "The Write Course."

Colleges and universities nationwide are offering credit for the telecourse. Contact local institutions of higher education for information on how to obtain credit.

□

A New Orleans television station is violating government regulations and policies on the separation of program and commercial matter, according to a complaint filed with the Federal Communications Commission last week by Action for Children's Television.

ACT, a Massachusetts-based advocacy group, charged that "Popeye and Pals" violates an F.C.C. regulation that states: "Advertising should be confined to identifiable commercial segments which are set off in some clear manner from the entertainment portion of the program." The stage set in "Popeye and Pals," a Saturday morning program broadcast by CBS affiliate WWL-TV, includes props that replicate the logo of the show's primary sponsor, Popeye's Famous Fried Chicken Restaurant, the ACT complaint charges.

WWL-TV is owned and operated by Loyola University of the South.

ACT had previously filed a complaint with the F.C.C. over what it called "program-length commercials." Television shows, such as NBC's "Smurfs" and ABC's "Pac-Man" interweave noncommercial program content so closely with the commercial message that the entire program must be considered commercial, said Peggy Charren, ACT president. *(See Education Week, Oct. 19, 1983.)*

That complaint is still under consideration, ACT officials said.

□

A report on the progress of "the excellence movement," an update on federal education legislation, and a review of desegregation hearings held by the National Education Association were included in this month's premier broadcast on EDNET, a new television network owned and operated by the N.E.A.

EDNET is the first satellite television network operated by a professional education association, N.E.A. officials said. The network's weekly telecast is now available on local cable-television outlets in 11 states: California, Florida, Idaho, Indiana, Kansas, Minnesota, New Jersey, Pennsylvania, Texas, Washington, and West Virginia.

□

The Texas Board of Education has established an advisory committtee that will plan the development of a statewide information and telecommunications-instruction system.

Joe Kelly Butler, the board chairman, announced last month that the committee will study ideas for establishing and administering a cost-effective educational telecommunications network. The group will also make recommendations on possible uses for the system.

"In coming years," Mr. Butler said, "the education community in Texas will be affected by the revolution in information technology and telecommunications." The new advisory committee will, he added, "act at the earliest possible moment to embrace the new technolgy."

Members of the new committee will include state legislators and education leaders.

□

The Corporation for Public Broadcasting and the Public Broadcasting Service have provided funding to WGBY-TV in Springfield, Mass., to develop a proposal for a series that would introduce young children to the fine arts.

In one proposed segment of the series, Captain Kangaroo and Mr. Moose, a character on the Captain's television show for children, introduce children to the members of the American Symphony Orchestra and the sounds of various musical instruments.

C.P.B. has also announced that it will continue its support of "Reading Rainbow," a program designed to encourage children to read while they are not in school over the summer months.

The original "Reading Rainbow" programs will be rebroadcast during the summer of 1984, and five new shows will be aired.

□

"A Walk Through the 20th Century with Bill Moyers" will debut Jan. 11 on public television stations nationwide.

The program is a series of 19 documentary specials which explore the major events, personalities, and mores of this century.

Bill Moyers, a journalist, is executive director and host of the specials.

The first segment of the series, "Marshall, Texas; Marshall, Texas," is about the changes that have occurred during this century in a small town in eastern Texas.

"So many of us now live in urban areas that we forget that at the turn of the century America was a nation of small towns," says Mr. Moyers. "I thought it appropriate to begin these essays on our century by looking at how one small town changed. I arbitrarily and happily chose my own home town."

The football star Y. A. Tittle, Lady Bird Johnson, and the civil-rights leader James Farmer also are from Marshall. —C.C.

R4800-2

HISTORY

In her latest book, the educational historian Diane Ravitch examines *The Troubled Crusade* of American education and finds that most reforms fell short of their goals.

See Page 8.

LANGUAGES

Educators continue to seek ways to reverse the decline in the study of foreign languages, and the Geraldine R. Dodge Foundation expands its efforts to establish Chinese-language programs in high schools across the country.

See Pages 10 and 11.

RELIGION

In a closely watched case, a federal judge has ruled that Maine exceeded its authority in attempting to regulate private schools, but his decision was based on state laws and not on the constitutional issue of the separation of church and state.

See Page 6.

EDUCATION WEEK

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High Heating Bills To Force Layoffs in City Districts

Survey Finds Serious Effects of Natural-Gas Cost Rise

By Tom Mirga

WASHINGTON—More than 60 percent of the nation's urban school districts plan to lay off teachers and other personnel in order to help pay their heating bills this winter, a recent survey has found.

Such drastic steps are being taken in response to a 73-percent increase in the price of natural gas from the 1980-81 to 1982-83 school year, according to the survey, which was conducted by the American Association of School Administrators.

Two-thirds of the districts in the Midwest, which experienced a record-setting cold spell last month, expect to pay 28 percent of their fuel bills by cutting personnel, the survey found.

Only school officials in the relatively warm Southwest said personnel cuts would be unnecessary, the A.A.S.A. survey found. But even in that region, urban school officials reported they would need additional revenues to cover 79 percent of their fuel costs this year.

"Personnel cuts would be ironic at a time of national concern with the quality of public education," association officials wrote of the survey's findings. "The report by 63 percent of the respondents that they plan to lay off teachers to pay fuel bills flies in the face of the reported need to improve schools."

Natural-Gas Price Increases

According to the survey, which included a representative sample of 77 districts nationwide, sharp increases in natural-gas prices during the past two years have been a prime contributor to financial problems for most of the nation's urban school systems—those with a population base greater than 100,000.

The increases have been brought about by a 1978 law that is gradually lifting federal price controls on gas deposits discovered since 1977. Under the law, the price of this "new" gas is being allowed to increase each year until 1985 at a rate equal to the rate of inflation plus 4 percent; in 1985, all price controls will be lifted. The Congress is considering a number of bills regarding gas pricing, including legislation that would phase out price limits on all gas, both "old" and "new."

According to the A.A.S.A., 80 percent of the urban districts surveyed rely solely on natural gas for heating and cooling—a "significantly higher" percentage than smaller districts as revealed by a 1980 survey. But this reliance varies from a mean low of 49 percent in the northeast and middle-atlantic regions to almost 100 percent in the Southwest.

During the 1980-81 school year, the survey found, the average urban district paid $1.15 million for natural gas; by the 1982-83 school year, that figure rose to $1.99 million—a 73.4-percent increase. Public utilities have warned school officials to expect a 19-percent average increase in the price

Continued on Page 17

School's Pioneer Bilingualism Gives Way to Changing Times

The Cuban revolution, 25 years ago this month, resulted in the first large-scale wave of Latin American immigration to the United States in the modern era and spurred the development of new theories and pedagogical practices addressing the needs of non-English-speaking children.

The following article looks at how one Miami school became a model for bilingual learning in the early 1960's. Later this month, in a series of articles, Education Week *will examine other aspects of the bilingual-education movement.*

By Hope Aldrich

MIAMI—In the early hours of Jan. 1, 1959, Fulgencio Batista secretly boarded a plane and fled Cuba, leaving the country of nine million people to the new regime of Fidel Castro. In Cuban towns and cities on that New Year's Day 25 years ago, streets echoed with shouts of "Viva la Revolucion!"

Ninety miles away, here in Miami, the events of the Cuban revolution attracted little attention on New Year's Day. The crowds were out on the streets here, too, but they were celebrating the Orange Bowl Festival. Miami in 1959 was still a glittering resort city of about 900,000 where the sound of the Spanish language was seldom heard.

The little-noticed revolution in Cuba would change that, unleashing an exodus of more than a million refugees, more than half of whom would settle in Miami in the next 25 years, transforming the culture, the economy, the schools, and the language of the city.

In 1959, only one out of every 20 Dade County schoolchildren spoke Spanish as a first language, according to district figures, and no special programs were offered them.

But only three years later, after the Castro government confiscated private land and businesses and the Bay of Pigs invasion failed, 18,260 Cuban refugee children had enrolled in the school system, making up nearly 10 percent of the total school population. (Today, the 80,000 Cubans in the sys-

Continued on Page 15

BIENVENIDOS
A
5
GRADO

COURTESY OF DADE COUNTY PUBLIC SCHOOLS

These 5th-grade students at Miami's Coral Way elementary school learn in both Spanish and English, as did their counterparts two decades ago.

E.D. Issues Study Ranking States On Education

Testing Agencies Criticize Comparisons of Scores

By Thomas Toch

WASHINGTON—In an effort to promote school improvement in the nation through "healthy competition," Secretary of Education Terrel H. Bell last week released a report ranking the 50 states and the District of Columbia on the basis of the resources they allocate to education and the performance of their students.

"We're not releasing enough of this type of information—information that can motivate the states to enact reforms," the Secretary said at a press conference that was called to explain the report.

Compiled by the Education Department's office of planning, budget, and evaluation, the report compares the states in 14 areas, including scores on college-admissions tests, dropout rates, expenditures per pupil, teachers' salaries, and demographic characteristics, such as per-capita income and the percentage of children living in poverty. In each of the 14 categories, the

Continued on Page 13

N.Y. Orders Yonkers To Suspend Sports After State Probe

By Charlie Euchner

In what experts call the first action of its kind nationally, the New York State Education Department has ordered the Yonkers Public School System to suspend all interscholastic athletic programs until it demonstrates that its management of the programs has improved.

The state took the action after conducting an extensive investigation of the death of Fernando A. Guedes, a student who was permitted to play for the junior-varsity football team at Yonkers High School despite a history of heart ailments.

People familiar with scholastic athletics nationwide said the suspension probably marked the first time a state had halted a district's athletics program on the grounds that it inadequately protected the health

Continued on Page 13

IN SUMMARY

Governors
Education figures prominently in the gubernatorial messages that mark the opening of 1984 state legislative sessions. **Story on Page 5.**

Legal Victory for Maine Private Schools
A federal judge has ruled that the state exceeded its authority in trying to regulate Christian schools. **Story on Page 6.**

Reform Proposal in Massachusetts
A legislative committee's call for school improvements and increased state aid is opposed by some on the committee. **Story on Page 6.**

Political Maneuvering in Tennessee
Gov. Lamar Alexander schedules a special legislative session on education an hour before the new session is to begin. **Story on Page 9.**

Déjà Vu in Little Rock
A federal court is considering consolidation of districts to end de facto school segregation in the city. **Story on Page 9.**

A Problem of Perception
One reason for the decline in foreign-language study, educators say, is that it has a "bad image" with students. **Story on Page 11.**

Holding the Line
The Reagan Administration will seek a 4 percent increase in funds for precollegiate education, says the budget director. **Story on Page 12.**

Holding Steady
The distribution of federal aid to states has shifted among programs, but support for education has been relatively stable. **Story on Page 12.**

A Critical Report
The Children's Defense Fund says federal policies are hurting poor children and promoting long-term public costs. **Story on Page 12.**

Colleges Column 7
Commentary .... 18 and 24
Computers Column 17
Events 20
Federal File 12
Letters 18
Marketplace 21
Washington News 12

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

FEDERAL

Cuts in Head Start, Nutrition Programs Viewed as Unlikely

President Reagan will not seek substantial changes in the Head Start and National School Lunch Program in his fiscal 1985 budget, according to Administration sources.

There will be "no dramatic change in policy" on the funding of the two programs for low-income students, an official familiar with the programs said.

For the current fiscal year, the Congress appropriated $995.7 million for Head Start, a program administered by the Department of Health and Human Services that helps community groups offer services for low-income, preschool children and their families. The Reagan Administration had sought an appropriation of $963.3 million for the program.

The National School Lunch Program, which is administered by the Agriculture Department and provides free, reduced-price, and full-price school lunches, is funded at $3.28 billion for the current fiscal year, which runs through next Sept. 30. The Reagan Administration, in its budget proposal for the current fiscal year, had sought $2.93 billion for the program.

Agency Withdrawal To Have Little Effect On U.S. Education

Although the nation's scientific community is expected to be affected by the American withdrawal from the United Nations Educational, Scientific, and Cultural Organization, little, if any, effect will be felt in the education community, according to sources familiar with the agency.

The Reagan Administration recently informed the organization, known as UNESCO, of its intent to withdraw at the end of 1984, an action that will cost UNESCO one-fourth of its $374-million annual budget. The Administration, in its formal statement, accused UNESCO of "politiciz[ing] every subject it deals with," and exhibiting "a hostility toward the basic institutions of a free society." UNESCO was established in 1945 as an arm of the United Nations.

The agency's education programs did not directly involve the U. S., although American teachers' unions occasionally participated through their international affiliations, according to David Dorn of the American Federation of Teachers. Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University who was a delegate to a UNESCO education meeting last year, said U. S. schools "will not lose anything" as a result of the withdrawal.

NATIONAL

Poll Finds Support, Concern For Safety Of School Sports

Despite concerns about the safety of and costs of football, wrestling and other sports programs, a national survey of 706 adults has found substantial agreement that interscholastic athletics make contributions that no other school programs offer.

About 79 percent of those surveyed said they think high schools do not spend too much money on interscholastic sports programs, according to the poll, which was conducted last month for the newspaper *USA Today*. Furthermore, almost 70 percent said sports teach students lessons they would not learn in other school programs.

But about 62 percent of the adults polled said schools placed too much pressure on athletes.

Ninety-three percent said they would encourage their children to join a swimming team. Eighty-nine percent said they would encourage their children to play baseball and tennis; 87 percent, basketball; 53 percent, football; and 48 percent, wrestling.

STATES

Christian School In Nebraska Opens Despite Court Ban

The Christian school in Nebraska that has been the focus of a bitter fight over the state's right to regulate private schools last week opened in defiance of a court order, and authorities would not say whether they would further prosecute school leaders.

The Faith Christian School in Louisville started its winter session with 27 students in attendance. The Cass County Court has ordered the school to close unless it complies with state certification regulations.

The opening of the school came on the heels of demonstrations by Christian-school supporters across the country. One group of about 100 people demonstrated last month in front of the White House. The group left a petition asking President Reagan to intervene in the controversy.

Seven fathers of Faith Christian School students have been jailed for contempt of court since Nov. 23 for refusing to testify in court to explain their involvement with the school. Eight women and the leader of the church school are reported to be staying in Council Bluffs, Iowa, during the controversy.

The leader of the school, the Rev. Everett Sileven, is being sought by the county court. He is reported to have given speeches in Iowa and Alabama.

Thirteen other Christian schools in the state are operating without state-certified teachers, according to press reports, but no other school officials have been jailed in the cases. All of those schools are involved in litigation, the reports said.

Indiana Task Force Proposes Merit Pay, Longer School Year

Merit pay, a longer school year, competency testing, and increased discipline were among a series of reform proposals announced by the Education Task Force of the Indiana Chamber of Commerce last month.

The proposals, which will be submitted to the 1984 General Assembly this month, were written by the seven-member panel charged with updating the Chamber's 1972 education policy, according to William Styring, a staff executive.

In a series of position papers, the task force recommended:

- Pay for excellence for teachers, a concept the panel said should not be "bargainable."
- An appointed state superintendent of public instruction. The superintendency is now an elected position.
- A longer school year. Indiana currently requires students to attend school 175 days of the year. Although the panel did not recommend a specific number of days, Mr. Styring said schools should make sure students are attending class all 175 days. A typical school year, he said, is usually closer to 170 days due to missed days that are not made up and the scheduling of half days at the beginning of the school year.
- A recognition of the importance of the basic structure and attitudes of education.

Communities, the panel recommended, should support higher expectations for students and stronger classroom discipline.

- Competency testing for both students and entry-level teachers. The panel did not recommend specific tests or grade levels, but did maintain that the current lack of competency testing for teachers and standardized statewide pupil testing should be remedied.

WASHINGTON

FEDERAL NEWS

Federal Education Funds for States Stable, Study Finds

By Cindy Currence

Major shifts in the distribution of federal funds to state and local governments have occurred during the last two years, but federal aid for education has remained relatively stable during that time, according to an analysis by the Federal Funds Information for States System, a research arm of the National Governors' Association.

Education has, in fact, "fared comparatively well," said Carol Weissert, a spokesman for the N.G.A., which operates the research unit in conjunction with the National Conference of State Legislatures. The system provides state and local governments with a state-by-state accounting of federal grants-in-aid to domestic programs.

Aid for education increased by 13 percent from 1982 to 1984, according to the F.F.I.S. report, "An Analysis of Federal Grants." In "real" dollars, "that represents an increase above the inflation rate of 1 to 3 percent," said Victor Miller, director of the system.

Education programs receiving the largest increases in aid over the two-year period were impact aid, which received a 30-percent increase, and handicapped- and compensatory-education programs, both of which received increases of almost 15 percent, Ms. Weissert said.

Although the total amount of federal aid to states and localities has remained virtually the same during the last two years, the statistics show, there have been marked changes in allocations to program areas and in distribution within geographic regions of the United States.

The largest fluctuations in federal aid to programs were in the areas of transportation (45 percent more aid), national defense (38 percent more aid), health (19 percent more aid), natural resources and environment (28 percent less aid), and training and employment (21 percent less aid), the F.F.I.S. statistics indicate. The statistics do not account for inflation.

The figures also indicate that there has been a major shift in federal aid geographically.

"The New England states received an increase of less than four-tenths of 1 percent over the three-year period," the report states. "Federal grants to the Rocky Mountain states went up by 24 percent. Federal aid to the Southwest and Great Lakes and Plains states also increased more than the national average of 8 percent."

Much of the regional fluctuation is due to demographic changes and their effect on federal-funding formulas for various programs.

Because the population is decreasing in the Northeast and increasing in the Southwest, the report explains, federal formulas based on population reflect those changes.

Changes in Medicaid grants resulting from shifts documented in the 1980 census are the most significant, the report states, since Medicaid represents more than 20 percent of federal aid to state and local governments—$21 billion in 1984.

Other formula changes that have affected federal funding patterns have occurred in highway, mass transit, and job-training programs, the F.F.I.S. report says.

Functional Shifts in Grants-in-Aid

(Federal fiscal years; totals not adjusted for inflation)

	(Dollars in millions)			Percent change	
	1982	1983	1984	1982/83	1982/84
National defense	61	72	84	18%	38%
Energy	351	703	405	100	15
Natural resources and environment	4,858	3,526	3,500	-27	-28
Agriculture	497	534	544	7	9
Transportation	12,207	16,586	17,706	36	45
Community and regional development	4,316	5,512	4,311	28	0
Education	5,704	6,108	6,461	7	13
Training and employment	3,567	3,840	2,824	8	-21
Social services	5,653	6,120	6,212	8	10
Health	18,865	20,964	22,504	11	19
Income security	29,511	25,364	27,468	-14	-7
Administration of justice	42	42	42	0	0
General purpose fiscal assistance	5,947	5,866	6,659	-1	12
Total	91,581	95,237	98,720	4	8

Source: National Conference of State Legislatures and National Governors' Association Federal Funds Information for States System.

'Misguided' Federal Policies on Children Said Harmful, Costly

WASHINGTON—A children's advocacy group charged last week that "misguided" federal policies are hurting poor children and increasing long-term public costs.

"In a time of recession, with millions of new women and children falling into poverty, the last place a humane, sensible, and fair Administration would cut are programs providing cost-effective preventive maternal and child health care to the poor," said the president of the Children's Defense Fund, Marian Wright Edelman, during a press conference here. "Yet, that is precisely what the Reagan Administration has done without concern for the consequences that are now appearing."

Prior to the press briefing, the group released an analysis of birth data from all 50 states from 1978 to 1982 indicating a nationwide shift away from early prenatal care for pregnant women. Between 1981 and 1982, overall infant-mortality rates rose in 11 states; for white infants, they were up in 9 states; for nonwhite infants, the rates rose in 13 states, the group found.

According to the C.D.F., mortality rates for nonwhite infants in the nation's capital exceed those in Cuba and Jamaica. In some portions of Baltimore, the group continued, the death rates for infants exceed those in Costa Rica and Guyana.

The group's report also examined other "disturbing trends which could have severe long-term consequences for children." They include:

- **Budget reductions in Chapter 1 aid for disadvantaged children and in student financial assistance.** According to the group's analysis, a $440-million reduction in aid for the Chapter 1 program in 1981 eliminated services for 440,000 children. Furthermore, it said, the phasing out of Social Security benefits for college students and tightened eligibility requirements for other forms of student aid "have contributed to the erosion of higher-education opportunities for blacks."
- **Declining immunization rates for preschool children.** Recent data indicate that fewer than half of all black preschoolers are immunized against diphtheria, whooping cough, and tetanus, and only 39 percent are immunized against polio.
- **Funding decreases for Aid to Families with Dependent Children.** According to the group, between 1981 and 1982, one million children fell into poverty, while the number of children receiving A.F.D.C. dropped by 550,000. Program revisions enacted in 1981 caused 24 states to drop or reduce assistance to first-time pregnant women and caused 30 states to drop or reduce coverage for children enrolled in school until age 21.

According to Ms. Edelman, even with a sharp and sustained economic recovery, "no more than one-third of the newly poor 3.1 million children will be rescued from poverty in the absence of targeted government and private-sector efforts."

"Programs serving poor children and families did not cause and will not cure growing federal deficits," she continued. "Economic recovery does not depend on hurting children and neglecting their needs."

Copies of the report, "American Children in Poverty," can be obtained for $9.95 from the Children's Defense Fund, 122 C St., N. W., Washington, D. C. 20001. —T.M.

Reagan To Ask More E.D. Funds

By Thomas Toch

WASHINGTON—The director of the Office of Management and Budget, David A. Stockman, last week told Republican Congressional leaders that the Administration plans to seek $6.746 billion for elementary- and secondary-education programs, according to sources familiar with the Congressional briefing.

That figure represents an increase of about 4 percent ($316 million) over the amount appropriated by the Congress for those programs for the current fiscal year.

Budget officials said, however, that not all elementary and secondary programs will be increased 4 percent. They said the Administration will seek a "substantial" increase in funds for Chapter 2, which funds block grants to the states and the Secretary's discretionary fund, while other elementary and secondary programs may not be increased. The Congress appropriated $479 million for Chapter 2 in fiscal 1984.

The Administration is estimating that inflation will raise the cost of the programs by 4.5 to 5 percent in fiscal 1985.

Education will apparently be spared from $9 billion in cuts in domestic programs that the Congressional sources say the Administration will propose.

Those cuts reportedly will be made in federal entitlement programs, such as unemployment benefits and Medicaid.

The Administration projects that government spending will total $925 billion in fiscal 1985 and $1.07 trillion in fiscal 1986, the sources said. A deficit of $186 billion is expected for fiscal 1985.

The President is scheduled to submit his budget to the Congress on Jan. 30. Fiscal 1985 begins next Oct. 1.

FEDERAL FILE

Disciplined Moves

The Reagan Administration last week moved a step closer to taking action on the school-discipline issue when Gary L. Bauer, deputy undersecretary of education, presented a 35-page report on the subject to President Reagan and his Cabinet Council on Human Resources. *(See Education Week, Dec. 21, 1983.)*

The report is the work of an interagency "working group" on school discipline, established by Presidential Counselor Edwin Meese 3d several months ago and chaired by Mr. Bauer. It documents what its authors suggest is the seriousness of the discipline problem in the schools and outlines possible ways for the Administration to deal with it.

In the report, the working group calls on the Justice Department to establish a school-safety program similar to one the Administration discontinued when it came into office in 1981.

In June 1979, the department created the National School Resource Network, a project intended to help schools reduce violence and vandalism. It was created in response to the National Institute of Education's "Violent Schools, Safe Schools" study of 1977. The proposed center is seen as performing similar "clearinghouse" functions.

Asked why the Administration discontinued the network, Mr. Bauer said it "was found not to accomplish very much." That characterization, however, contrasts sharply with those offered by school officials and discipline consultants, who praised the quality of the network's materials and technical assistance.

Mr. Bauer said that President Reagan last week received the working group's report "very enthusiastically" and added, "I think we will be hearing from the President on the issue."

Tax Credits II

The public can also expect to hear more from the President on the topic of tuition tax credits, say private-school officials who met with him at the White House last month.

During the Dec. 7 meeting, Mr. Reagan exhorted the officials not to be disheartened by the Senate's defeat of tax-credit legislation in late November. He also promised "to continue to push for such legislation," said one private-school official whose organization was represented at the meeting.

PUSHing Back?

The Education Department plans to take final action in March on audits challenging the way the Rev. Jesse L. Jackson's Operation PUSH-EXCEL spent more than $1.7 million in federal grants and contracts over a four-year period.

According to department spokesmen, the Democratic Presidential candidate's organization has promised to provide the government with data this month justifying the expenditures. Last August, department auditors determined that Mr. Jackson's group spent $736,972 in violation of federal regulations. The audits also indicated that the group could not provide adequate documentation to prove that an additional $1.1 million was spent properly.

—T.M. & T.T.

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RANKINGS

Secretary of Education Terrel H. Bell released a report this month ranking states on the basis of the resources they allocate to education and the performance of their students as measured by test scores. For the statistical summary:

See Databank on Pages 12 and 13.

AGENDA

Returning for its second session next week—one that will be shortened by political conventions and campaigns—the 98th Congress will find a long list of unresolved education issues, including the fiscal 1985 budget.

See Page 10.

DISCIPLINE

The author of a new study of school discipline suggests that teachers and administrators need to do a lot more talking about rules and enforcement

See Interview on Page 8.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 17 · January 18, 1984 *© 1984 Editorial Projects in Education*

Schools Joining National Fight Against Child Abuse

By Anne Bridgman

For the second time in as many months, a television dramatization of a serious child-abuse problem has drawn a record number of viewers. Like "Adam," which documented one family's tragedy with a missing child, last week's ABC-TV movie, "Something About Amelia," dramatized a form of child abuse that has been called the last taboo—incest.

The program was watched by an estimated 60 million viewers, according to Jane Paley, director of community relations for the network.

Women's centers and child-abuse organizations, whose hotline telephone numbers were listed locally following the program, were "deluged with calls," Ms. Paley said.

The ABC movie offers the latest piece of evidence that child abuse—a problem of increasing magnitude nationally, health and social-service officials report—has become a topic of serious concern to many Americans.

In 1982, 1.4 million cases of child abuse were reported to child-welfare authorities, according to the National Center on Child Abuse and Neglect (N.C.C.A.N.), an agency of the U. S. Department of Health and Human Services that coordinates and disseminates information on child abuse and neglect. The number of such cases has risen annually since 1976, when the cen-

Continued on Page 16

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NATIONAL COMMITTEE FOR PREVENTION OF CHILD ABUSE

Urban Districts Found Lagging in Computerized Instruction

By Charlie Euchner

The country's largest city school systems have been innovators in the administrative uses of computers, but urban districts are lagging behind other types of districts in the number of computers available for student use and in the level of instruction offered on the machines, a survey by the Council of Great City Schools has found.

Most of the 32 districts surveyed are spending significantly more money on administrative uses of computers than on classroom applications, although all but three have moved to incorporate educational technology into their curricula, the survey indicated. It also found that responsibility for the administration of computer-training efforts usually is divided among several departments in a district, and that in many districts students are familiarized with computers through exposure to computer-assisted instructional programs rather than in special classes.

The survey, conducted last summer and published recently, is the first comprehensive review of large districts' approaches to educational technology.

The authors of the report—Michael D. Casserly, a legislative and research associate, and Patricia Hamilton, a consultant—interviewed "at length" district officials with primary responsibility for computer use.

They found that urban schools have far fewer computers available for student use than do U. S. schools as a whole. The ratio of students to computers is 863-to-1 in big-city elementary schools and 186-to-1 in urban secondary schools, the survey found. A recent survey by the Center for the Social Organization of Schools at The Johns Hopkins University found that those ratios for all U. S. schools were 183-to-1 and 88-to-1.

A Surprising Difference

"Inner-city kids never have much of anything, but we just thought this would be one area where there would be not so much of a difference," said Mr. Casserly. "What surprised me is that [disparities developed] so fast."

Mr. Casserly said few big-city districts have used federal block-grant money under Chapter 2 of the Education Consolidation and Improvement Act of 1981 to finance computer-education programs because they have used the money to comply with desegregation orders. Suburban and rural districts, he said, have used Chapter 2 money extensively to pay for computer-education programs.

He said the disparities suggest a need for federal legislation similar to the so-called "Apple bill," under which computer manufacturers would receive federal tax credits for donating machines to schools. But he said the legislation should include incentives to encourage companies to donate computers to poor school districts. (The Apple bill and other similar such measures

Continued on Page 14

Florida Governor Seeks Swift Action On Rule To Implement Merit-Pay Plan

By Susan Walton

Gov. Robert Graham of Florida, concerned about possible delays in setting up a merit-pay plan for teachers, has asked officials in the State Department of Education to write the rule needed to put the state's new merit-pay law into effect.

The Governor's action means that he is, in effect, circumventing the Florida Quality Instruction Incentives Council, a 15-member body established by the same 1983 law that mandated merit pay. Part of the merit-pay council's responsibility was to develop a rule that would provide mechanisms for implementing the merit-pay law. The rule must be approved by the Florida Board of Education; then any programs it creates are subject to legislative approval.

But although the council approved three plans in concept at a meeting last December, it has not recommended one of them in particular, nor has it provided a funding

Continued on Page 18

Rights-Panel Memo Said Not To Mark Shift in Policy

Staff Director Raises 'Troubling Questions'

By Tom Mirga

WASHINGTON—The staff director of the new U. S. Commission on Civil Rights said last week that the panel's expected reassessment of longstanding policies on remedies for discrimination does not mean it is becoming a "mouthpiece" for the Reagan Administration.

In a Jan. 4 memorandum to the commissioners, the staff director, Linda Chavez, recommended that the panel initiate or continue programs to investigate the possible negative effects of affirmative action, student busing for desegregation purposes, and bilingual education. *(Excerpts from the memorandum appear on page 11.)*

Several major civil-rights organizations have strongly criticized the memo, saying that its adoption would lead to the destruction of 25 years of progress in civil rights.

One of the commission's professional staff members said: "Any hope that the new commission will be independent dies a little bit more every day."

But in an interview last week, Ms. Chavez, an Administration appointee who has been with the panel since August, said that the fact-finding agency "must begin to ask these troubling questions."

"I know that there is a fear among our

Continued on Page 14

Linda Chavez

IN SUMMARY

Closing an Information Gap
A new foundation-sponsored project will provide state policymakers with research and analysis on education issues. **Story on Page 5.**

Full Speed Ahead in Michigan
The state department of education has adopted the most far-reaching education-reform program in its history. **Story on Page 5.**

State of the States
A number of governors urged their legislatures last week to join them in upgrading public education. **Story on Page 6.**

A Vote on Reform Proposals
The Connecticut Board of Education has rejected the commissioner's plan for a longer school year for students. **Story on Page 6.**

'Moving the Nation's Agenda'
State leaders of the N.E.A. meet to learn about lobbying techniques and position strategies for state-level debates. **Story on Page 7.**

Large Agenda, Little Time
In a busy election year, the Congress is returning to confront a number of education initiatives. **Story on Page 10.**

A Setback for the Administration
The U. S. Supreme Court has decided not to review a reverse-discrimination suit in Detroit. **Story on Page 10.**

In Praise of Libraries
Secretary Bell plans a series of seminars to study the role of libraries in the excellence movement. **Story on Page 10.**

Appointments **21**
Commentary .... **19 and 24**
Databank .... **12 and 13**
Deaths **21**
Events **21**
Federal File **14**
Letters **19**
Marketplace **22**
Publishing Column **20**
Washington News **10**

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THE WEEK

FEDERAL

Calif. Reneges on Civil-Rights Pledge, Groups Tell O.C.R.

Representatives of several civil-rights organizations have asked the U. S. Education Department's office for civil rights to withhold its approval of any future federal vocational-education funds earmarked for California until the state has complied with federal anti-discrimination guidelines.

The request was made in a letter delivered last week to Harry M. Singleton, the department's assistant secretary for civil rights, and signed by representatives from the Lawyers' Committee for Civil Rights Under Law, the N.A.A.C.P. Legal Defense and Educational Fund Inc., Equal Rights Advocates Inc., and the Mexican American Legal Defense and Educational Fund.

Based on documents acquired through the Freedom of Information Act, the organizations contend that the California Department of Education and the Office of the Chancellor of California Community Colleges "have failed to carry out their enforcement plans for eliminating discrimination in vocational education" as required under an agreement reached with federal officials in 1980. The agreement, which is called "methods of administration," calls for annual on-site reviews of grant recipients at the secondary and postsecondary levels and the collection of data on student enrollment and staffing.

In the letter, the organizations asked Mr. Singleton to take "decisive action" against both the education department and the community colleges' leadership by deferring federal vocational funds to force them to comply with the agreement.

The complaining organzations say that if documents in O.C.R.'s possession do not provide an adequate basis for starting enforcement proceedings against the state, "we are requesting that you treat this letter as a complaint" under Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, and Section 504 of the Rehabilitation Act of 1973.

Norman J. Chachkin, deputy director of the Lawyers' Committee, said California officials have told the O.C.R. they have been unable to comply with the agreement because of the state's financial problems. But, he noted, "every other state has made an effort to get started" with its compliance agreements.

E.D. Rejects Bond Proposals For Student Loans

Breaking a pattern of routinely approving states' requests for tax-exempt bonds to pay for Guaranteed Student Loans, the U. S. Education Department last month rejected or delayed 23 of 30 applications from states. The applications sought permission for tax-free bond purchases totaling about $2.4 billion.

The department approved tax-free bond measures for only seven of the 30 state applications. Officials rejected four of the applications and demanded more information from states on the other 19 proposals.

According to a department spokesman, the government is reluctant to support the tax-free bonds because it loses revenue from them.

The Congress passed a provision last summer requiring state loan agencies to investigate other sources for funding guaranteed loans besides bonds that lose tax revenue for the government, the spokesman said.

Some observers fear that strict enforcement of the measure will mean that fewer loans will be available.

John Frohlicher, general counsel to the National Council of Higher Education Loan Programs, explained that banks may be reluctant to give out loans if they sense that secondary markets cannot float tax-free bonds to purchase the loans from them.

About one-third of the guaranteed loans, which are now available to students at 8-percent interest, are financed by state loan programs and the remaining two-thirds are financed by the Student Loan Marketing Association (known as "Sallie Mae").

Secretary of Education Terrel H. Bell said earlier this month that the loan program will not be threatened by requiring states to seek private lenders before asking the federal government to approve bonds. He said that states could go to the Sallie Mae or to large commercial banks, such as Citibank and Chase Manhattan Bank, to finance many loans.

NATIONAL

Series of Films To Be Sponsored By A.A.A.S.

The American Association for the Advancement of Science last week announced it is producing a $6.7 million mathematics-education film series that will be available to the nation's schools free of charge.

The seven-part film project, entitled "The Challenge of the Unknown," is being funded by a grant from the Phillips Petroleum Company. It is expected to be available to a number of "demonstration schools" by next fall and eventually to reach 20 to 25 million students nationwide each year, officials said.

F. James Rutherford, chief education officer of the A.A.A.S., said the project aims to demonstrate to students "the relevance of mathematics in the real world" and to "build a taste in students for calculation and problem-solving . . . to show people that calculation is not all that fearsome."

The film series is designed to be integrated into existing mathematics curricula in classes from the 5th-grade through the remedial college level. A teaching guide accompanies the series.

The A.A.A.S. plans to notify schools across the country of the films' availability next summer. Schools can order films or videotapes and copy them for future use. "The Challenge of the Unknown" is Phillips Petroleum's third educational film series.

Chiefs Criticize Ranking of States By Test Scores

The Council of Chief State School Officers has criticized as "inappropriate" Secretary of Education Terrel H. Bell's use of scores on college-admissions tests to compare the educational performance of the states. *(See Databank on page 12 and Education Week, Jan. 11, 1983.)*

"The Council believes that the chart presented by the Education Department does not take into account an adequate number of factors on which to base conclusions, but the format and presentation of the data clearly invite those who examine the chart to draw conclusions about the relative performance of states in education," said Frank Brouillet, superintendent of public instruction in Washington State and president of the organization.

"The Council respects the intent of the Secretary to bring together information about scholastic achievements and possibly related demographic factors in one place," Mr. Brouillet said.

But he added that "the demographic factors cited by the department may or may not be related to educational achievements, and college-entrance-test scores by themselves are not a fair measure of the educational level of the general population of high-school graduates."

Earlier this month, Secretary Bell, in what he said was an effort to promote school improvement in the nation through "healthy competition," released a report ranking the 50 states and the District of Columbia on the basis of the resources they allocate to education and the performance of their students.

Testing experts and officials of the College Board and the American College Testing program, the sponsors of the two leading college-admissions tests, were also critical of Secretary Bell's use of the scores on such tests to compare the general educational performance of the states.

WASHINGTON

Congress Returns to Education Issues

By Tom Mirga

WASHINGTON—Members of the Congress return here next week to confront an agenda crowded with education items and very little time to deal with them.

According to House and Senate observers, the second session of the 98th Congress could be characterized by more recess time than working days.

Congressional leaders plan to end the session on Oct. 4 in order to give members time to campaign for the Nov. 6 elections. By comparison, the last session of Congress lasted until Nov. 18.

The representatives and senators also will take off practically all of July and August for the Democratic and Republican national conventions.

Chief among Congressional priorities is the passage of a budget for fiscal 1985; work on the budget will begin shortly after President Reagan's Jan. 25 State of the Union address.

Documents from the Office of Management and Budget dated Jan. 3 indicate that the Administration will seek $6.75 billion for major elementary and secondary education programs—about a 3.5-percent increase over fiscal 1984 levels—and $6.35 billion for Guaranteed Student Loans and other college financial-aid programs—about a 1-percent increase over current levels of funding. The President's budget will be released officially on Jan. 30.

Before turning to the budget, however, the House plans to investigate the topic of discipline and order in public schools during hearings on Jan. 23 and 24 before its Subcommittee on Elementary, Secondary, and Vocational Education.

A White House working group officially released a report last week indicating that crime, vandalism, and disorder have been on the rise in the schools during the past five years. Classroom discipline was also the focus of a radio address by Mr. Reagan on Jan. 7 and is expected to figure prominently in his State of the Union speech. *(The text of the President's radio address appears on page 14.)*

On Jan. 25 and 26, the House education subcommittee plans to turn its attention to an Education Department report, released earlier this month, that ranked the states and the District of Columbia on students' performance on college-admission tests, expenditures for education, and other indicators. *(See Databank on page 12 and Education Week, Jan. 11, 1984.)*

Among the other education issues scheduled for consideration:

- **Vocational Education.** The reauthorization of federal vocational-education programs is also likely to receive prompt attention from the Congress, according to House and Senate staff members.

Continued on Page 18

Bell Asks Librarians To Join Quest for Excellence

By Anne Bridgman

WASHINGTON—In an address before representatives of the nation's libraries last week, Secretary of Education Terrel H. Bell announced that the Education Department will sponsor a series of seminars to examine, in light of the report of the National Commission on Excellence in Education, the roles libraries can play in fostering educational excellence.

Praising the role of their profession, the Secretary told some 4,000 librarians attending the midwinter meeting of the American Library Association, "I'm hopeful that 1984 will be a good year for American education—including American libraries as the heart and center."

"This is a great network—the greatest in the world—that we have," he said, referring to the more than 110,000 libraries in the United States. "All of you collectively and individually have made and are making magnificent contributions to preserving, protecting, and advancing the sacred cause of libraries, learning, literacy, and enlightenment in America."

In announcing the "Libraries and Learning Society Seminar Project," which will involve meetings in Berkeley, Boston, Chicago, Dallas, and Washington, D.C., Mr. Bell stressed the need for "interrelationships among libraries" and "the absolute importance of cooperation and networking for the improvement of library and information services."

The seminars, which will take place in February, will be sponsored by the Education Department's Center for Libraries and Education Improvement, an office that was created in a departmental reorganization last year. Participants will hear papers presented by leaders in the field of library science and will discuss the role of libraries in educational improvement, according to Haroldie K. Spriggs, planning and budget coordinator for the center.

Literacy Coalition

Secretary Bell was joined by Barbara Bush, wife of Vice President George Bush. "I have come to cheer librarians," she said, adding, "I have very high hopes for the Coalition for Literacy."

The coalition is a group of 11 national, nonprofit organizations that will work together to help the nation's estimated 23 million functionally illiterate adults. Their project, launched in September, is the first national effort to address the subject, according to A.L.A. officials.

In addition to the A.L.A., which is coordinating the coalition's activities, the organizations involved include the American Association of Advertising Agencies, the American Association for Adult and Continuing Education, B. Dalton Bookseller, CONTACT Inc., the International Reading Association, Laubach Literacy International, Literacy Volunteers of America Inc., the National Advisory Council on Adult Education, the National Commission on Libraries and Information Science, and the National Council of State Directors of Adult Education.

Secretary Bell presented the coalition with a $50,000 grant from the Education Department to support a literacy-awareness campaign. As part of the three-year effort, the coalition will use a toll-free telephone number to recruit 50,000 volunteers to serve as managers and tutors in local communities nationwide and to refer callers to local literacy programs and resources. The number is (800) 228-8813.

Also included in the presentation on literacy was a panel, moderated by Brooke Sheldon, president of the A.L.A., on alliances between libraries and community groups. Participants included Elaine Stienkemeyer, president of the National Congress of Parents and Teachers; Dorothy Ridings, president of the League of Women Voters; and James Fowler, president of Lions Club International. The speakers agreed that strong libraries play a major role in raising society's literacy level and symbolizing its commitment to education. And the speakers maintained that the decline in literacy will be reversed only if community groups cooperate on projects to aid illiterate adults.

Excellence Report Response

Also during the A.L.A. meeting, the American Association of School Librarians, in a formal response to the report of the National Commission on Excellence in Education, argued that school reform depends on vigorous library-resource programs. Library-media specialists, they noted, "have the instructional resources of print and nonprint materials which can bridge the gap between the humanities and science and technology. They possess the competencies which encourage access to knowledge and to a broad scope of opportunities in this information society."

The library-association members voted to name Beverly Cleary's *Dear Mr. Henshaw* (Morrow) as the recipient of the Newbery Medal for the best children's book of 1983. They awarded Alice and Martin Provenson's *The Glorious Flight: Across the Channel With Louis Blériot* (Viking) the Caldecott Medal, which honors the best picture book of the year.

High Court Refuses To Review Detroit Reverse-Bias Lawsuit

By Tom Mirga

WASHINGTON—The U. S. Supreme Court, in a setback for the Reagan Administration, announced last week that it will not review a controversial "reverse-discrimination" lawsuit involving the Detroit Police Department.

Without comment, the Justices let stand lower-court rulings upholding the police department's voluntary practice of promoting equal numbers of black and white sergeants to lieutenant. The practice has been planned to continue until 1990, when the proportion of black lieutenants is expected to reflect the proportion of blacks residing in the city. The suit, *Bratton* v. *City of Detroit* (Case No. 83-551), was filed in November 1975 by five white sergeants who claimed the department passed them over for promotion in favor of less-qualified black applicants.

Educators have been closely watching the *Bratton* case and others like it because their outcomes could affect the legal standing of affirmative-action plans for teachers and other school personnel.

The Justices heard oral arguments in a similar reverse-discrimination case, *Stotts* v. *Memphis Fire Department* (No. 82-229), early last month. *(See Education Week, Dec. 14, 1983.)* A decision in that case, in which the Court has been asked to rule on the legality of layoff policies that seek to preserve racial balance, is expected by late spring or early summer.

Last month, the Justice Department filed a brief with the Court in the *Bratton* case, saying it had "profound doubts" whether the Constitution allows governments to adopt racial quotas to remedy past discrimination in hiring, particularly when those quotas supersede long-established merit-promotion systems.

Furthermore, the department said it doubts that the Constitution protects remedial actions that benefit people who are not the actual victims of discrimination, but only members of a class that historically has been discriminated against.

"This case presents an appropriate occasion for the Court to attempt to reach some consensus on the proper approach to cases involving the adoption by the government of quotas for employment," Solicitor General Rex E. Lee unsuccessfully argued in the Administration's brief.

Other Action

In other action last week, the Court refused to review a lower-court decision that could result in salary adjustments for a mathematics instructor at a Texas junior college.

The suit, *Laredo Junior College* v. *Perez* (No. 83-701), was filed by the instructor in January 1982 because college officials had refused to grant him additional compensation after he obtained a doctoral degree in educational administration.

According to papers filed with the Court, the college's pay policies reward instructors with salary increases if they earn degrees in their teaching field. The college said that because Mr. Perez's degree was not in mathematics, he was not entitled to a raise. Mr. Perez, however, contended that college officials routinely made exceptions to the policy.

The federal district judge hearing the case ruled in favor of the college, saying that Mr. Perez filed his suit more than a year after the state statute of limitations on his claim had expired.

Court Reversed Decision

But on appeal, the U. S. Court of Appeals for the Fifth Circuit reversed that decision. The court said that because other faculty members have been compensated for doctoral degrees outside their teaching areas, Mr. Perez has been the victim of a continuing denial of equal protection and the statute of limitations does not apply.

The case now returns to the federal district court for a rehearing based on the appeals court's decision.

Also last week, the Court heard oral arguments in a case that calls into question at-large elections in areas with concentrated minority populations.

The lawsuit, *Escambia County, Fla.* v. *McMillan* (No. 82-1295), was filed in 1977 as a class action on behalf of blacks in the county who claimed that the county's at-large election scheme improperly diluted their votes and thus violated the Equal Protection Clause of the 14th Amendment.

Last month, the Justices upheld a federal appeals court's decision that at-large elections for the school board in Mobile County, Ala., violated the civil rights of black residents. *(See Education Week, Dec. 14, 1983.)*

Escambia County voters elect their five-member board of commissioners on an at-large basis. Under this system, candidates run for numbered places corresponding to the areas where they live, but each must be elected by voters of the entire county.

Although blacks make up 17 percent of the registered voters in the county, none of the four blacks who have run for the county commission has been elected.

Federal district and appeals courts have rejected the at-large voting system and ordered the county to establish a ward system for electing its commissioners. The Escambia County Commission appealed these decisions to the Justices, maintaining that it instituted the at-large election scheme for reasons of "good government," not racial discrimination.

The Court is expected to reach a decision in the case by late spring.

Notes

The chart on page 12 compares the student performance, education resources, and some demographic characteristics of the 50 states and the District of Columbia. It was compiled by the Education Department and was released by Secretary Terrel H. Bell in Washington earlier this month.

The sources of the information in the chart include the state departments of education, the National Center for Education Statistics, the Educational Testing Service, the Census Bureau, the U. S. Bureau of Economic Analysis, the U. S. Office of Civil Rights, and the Department of Education.

Excerpts From the Chavez Memorandum to the Civil-Rights Commission

Following are excerpts directly related to education from the Jan. 4 memorandum prepared by Staff Director Linda Chavez for the U. S. Commmission on Civil Rights.

Memorandum
To Commissioners

From: Linda Chavez
Subject: Program
Recommendations
For FY 1984

Programs for 1984 and 1985 were previously adopted by the Civil Rights Commission at its 1983 planning meeting. The new commission, however, must decide which of the larger-scale projects to continue and in what form and which new projects to initiate. Following is a brief summary of each approved FY 1984 project and my recommendation for commission action. I have also included a few items that you may want to consider as new projects. A detailed discussion of the program for 1984 and new initiatives will occupy most of Monday's agenda.

For those of you new to the commission, projects generally take the form of hearings, written reports, or consultations. Reports can be researched and written by commission staff or by outside contractors. Formal hearings, which include the issuance of subpoenas and the use of sworn testimony, entail temporary assignment of staff to the hearing location for a period of four to six weeks and are usually followed by the issuance of a commission report with or without recommendations. Consultations allow commissioners to hear the views of experts and scholars in a given field who present papers that are later published by the commission. Commission reports or projects on critical issues sometimes follow such consultations. While the commission may decide new formats for its work, these have proved useful in the past.

. . .

2. Use of Voluntary Methods of Achieving School Desegregation

The commission's past policy has been to endorse mandatory busing to achieve desegregation. The new commission may wish to reassess this policy, and a study on voluntary desegregation could set the stage for such action. As currently planned, the project would include a literature review and on-site visits by staff. Voluntary desegregation can encompass busing as well as such alternatives as magnet schools, open enrollment, special attendance schools, and other methods.

Recommendation: The commission can conduct a study to review desegregation of elementary and secondary schools in order to ascertain which techniques actually promote or achieve integration, for how long, and with what other effects on the communities involved. The study would include a literature review and would concentrate on selected city experiences with possible on-site visits by project staff. . . .

6. Student Financial Assistance

As presently conceived, this project would study the effects of reduction in student aid on predominantly minority institutions. Six predominantly black colleges and three predominantly Hispanic are the focus of the study. Inherent in the design of this project is an assumption that equal educational opportunity does not simply entail non-discrimination in college admissions. Some affirmative responsibility on the part of the federal government to make college affordable to minority students is also envisioned as part of the equal opportunity responsibility.

Recommendation: The commission cancel this project. The jurisdiction of the commission is to study discrimination on the basis of race, color, national origin, religion, sex, age, and handicap. Unless the commission wishes to establish that federal student-financial aid is a civil right guaranteed to members of minority groups, this project would appear clearly beyond our jurisdiction.

7. Segregation of Hispanic Students

Several studies in the last year have noted increasing isolation of Hispanic students in public schools. Despite data that suggest that Hispanic students are more isolated in schools today than they were in 1968, little has been written that identifies the reasons for this growing phenomenon. The commission had planned to conduct a study consisting of a literature review and an analysis of the possible causes of this ethnic isolation. In addition, a field study of selected sites would be undertaken and a report issued.

Recommendation: Initiate the commission study with a one-day consultation in a city with high Hispanic concentration. Special emphasis should be paid in the design of the project to the possible role of programs such as bilingual education in the increasing isolation of Hispanics, particularly within schools.

. . .

10. State and Local Civil-Rights Enforcement

This project would assess the role of state agencies with civil-rights responsibilities in the enforcement of civil rights protected under federal laws. The resulting report would evaluate the states' enforcement efforts and, based on this evaluation, would make recommendations to the Executive and Congress on what the future role of these agencies should be.

Recommendation: The commission not commit itself to such an ambitious project without a preliminary feasibility study. A more limited project that still addresses the general concern of this program may be more feasible. . . .

12. Social Indicators Report

The old commission planned to update in 1984 the Social Indicators of Equality for Minorities and Women Report, which was published in 1978. The original study examined the rate of progress of various groups on a range of indices of "quality of life," including educational achievement, employment, and median income.

The underlying assumption was that equality of opportunity would naturally translate itself into equal-

Continued on Page 18

IN FEDERAL AGENCIES

Accrediting agencies. The Education Department published, in the Jan. 10 *Federal Register*, a list of accrediting agencies and associations that the Secretary of Education recognizes as reliable authorities on the quality of training at educational institutions or the programs they accredit. Contact: Barbara Binker, Agency Evaluation Section, Eligibility and Agency Evaluation Staff, Office of Postsecondary Education, Room 3522, ROB-3, E.D., 400 Maryland Ave., S.W., Washington, D.C. 20202.

Desegregation. The Education Department announced, in the Dec. 20 *Federal Register*, a Feb. 21 application closing date for new projects under the state educational-agency and desegregation-assistance programs. The awards will assist school districts that have educational problems caused by desegregation based on race, sex, and national origin. Authority for the program is contained in Title IV of the Civil Rights Act of 1964. The projects will provide technical assistance, training, and advisory services to school districts. Contact: Curtis F. Coates, Section Chief, Equity Training and Technical Assistance Program Staff, Room 2011, FOB-6, E.D., 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 245-7965.

Handicapped children. The Education Department published, in the Dec. 15 *Federal Register*, a correction to information published in the Nov. 9 *Federal Register* for new grant applications under the Handicapped Children's Early Education Program. The estimate of available funds should be changed to $3,000,000 and the anticipated number of new programs should read 30. Contact: Jane DeWeerd, Program Development Branch, Special Education Programs, Donohoe Building, Room 4046, E.D., 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 245-9405.

Indian education. The Education Department announced, in the Jan. 6 *Federal Register*, a closed meeting of the Search Committee of the National Advisory Council on Indian Education on Jan. 19-20 in Washington. The committee will review candidates for the position of director of Indian Education Programs. Contact: Lincoln C. White, Executive Director, National Advisory Council on Indian Education, 425 13th Street, N.W., Suite 326, Washington, D.C. 20004; (202) 376-8882.

Juvenile delinquency. The Office of Juvenile Justice and Delinquency Prevention of the Department of Justice announced, in the Jan. 4 *Federal Register*, a new program for the evaluation of the Habitual Serious and Violent Juvenile Offender and Operation Hardcore programs. The O.J.J.D.P.'s National Institute for Juvenile Justice and Delinquency Prevention invites public and private agencies to apply for grants to help them design and implement evaluation programs. Applications should be sent to: Barbara Tatem Kelley, NIJJDP/OJJDP, Room 700, Justice Department, 633 Indiana Ave., N.W., Washington, D.C. 20531.

Juvenile Delinquency. The Office of Juvenile Justice and Delinquency Prevention of the Justice Department announced, in the Jan. 6 *Federal Register*, that it is sponsoring a new correctional program for chronic, serious juvenile offenders that involves the private sector. Profit and non-profit organizations are invited to submit pre-applications verifying their ability to manage an experimental correctional program and outlining their proposed approach. Applications must be sent by Feb. 10 to O.J.J.D.P., 633 Indiana Ave., N.W., Washington, D.C. 20531.

National Diffusion Network regulations. The Education Department published, in the Dec. 27 *Federal Register*, proposed revisions to the National Diffusion Network regulations. The changes would be part of the Education Department's effort to deregulate and improve the operation of the program. The National Diffusion Network was established in 1974 to promote exemplary educational programs. Comments on the proposed revisions must be received by Feb. 10. Contact: Lois N. Weinberg, Education Program Specialist, National Diffusion Network, Room 613, Brown Building, E.D., 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 653-7006.

Overseas dependents' education. The Education Department announced, in the Jan. 11 *Federal Register*, a meeting of the Advisory Council on Dependent's Education and related committees on Feb. 6-8. The council meeting will be held Feb. 6 and Feb. 8 from 9 A.M. to 5 P.M. in the Dogwood Rooms A and B of the Rosslyn Westpark Hotel at 1900 N. Fort Myer Dr. in Rosslyn, Va. The committee meetings will be held Feb. 7 from 9 A.M. to 4 P.M. in the same rooms. Contact: William F. Keough, Administrator of Education for Overseas Dependents, Room 2083, E.D., 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 245-8011.

Footnotes

Following are the footnotes for the Databank that appears on pages 12-13.

[1] Performance data are provided for 1972 (the 1971–72 school year) and 1982 (1981–82 school year). Resource inputs and population characteristics data are also shown for 1972 and 1982, when available. Otherwise, the most recently available information is used.

[2] States appear in one of the two test groups—that of the American College Test (ACT) or the Scholastic Aptitude Test (SAT) depending upon which test is taken by most college-bound high-school seniors in the state, except for Washington state. Washington state is not included because fewer than 20 percent of its high-school seniors took either the ACT or or SAT. All states except Nebraska remained in the same test group from 1972–1982. (In Nebraska in 1972 more college-bound high-school seniors took the SAT than the ACT, but the 1972 Nebraska ACT score is reported in the table because it was an ACT state in 1982. The 1972 SAT score for Nebraska was 956 and its 1972 SAT rank was 3.)

[3] Explanations of rankings: In cases of ties in rankings, the average rank is used (e.g., two states tieing for second rank are listed as 2.5; three states tieing for second rank are each listed as 3.

[4] ACT states' "ranking" of "score changes" go from states having least (1) to greatest (28) score decline; SAT states are ranked from highest gain (1) to most decline (22). Only the District of Columbia had a score gain between 1972 and 1982 (see columns 5 and 10).

[5] Includes programs where the state allocates funds to school districts for "remedial instruction" or where the state provides "extra revenues to school districts in recognition of high concentrations of educationally or economically disadvantaged students" (Education Commission of the States, 1982).

[6] Washington state performance scores are not included in the table because fewer than 20 percent of its high school seniors took either the ACT or SAT.

FOR THE RECORD

Following is the text of the President's Jan. 7 radio address.

My fellow Americans, this is my first radio talk in 1984, so happy new year.

My prayer for you this new year is that you and your families will prosper in health and happiness. When I spoke to you last Saturday on New Year's Eve, I made one request to everyone: When we drive, let's drive sober. Well, I was delighted to hear some very heartening news from Transportation Secretary Elizabeth Dole. Last New Year's weekend was the safest on our highways in 35 years. Our efforts to keep drunk, violent drivers off the road are beginning to show progress.

Today I want to talk about a subject . . . [that] is on our minds as the holidays end and our children go back to school: the problem of classroom discipline. The sad truth is, many classrooms across the country are not temples of learning, teaching the lessons of good will, civility, and wisdom important to the whole fabric of American life. Many schools are filled with rude, unruly behavior and even violence.

According to a 1978 report by the National Institute of Education, each month 3 million secondary schoolchildren were victims of in-school crime. I don't mean ordinary high-jinks. I mean crime. Each month some 2.5 million students were the victims of robberies and thefts, and more than 250,000 students suffered physical attacks. In large cities, the problem was so bad that almost 8 percent of urban junior- and senior-high-school students missed at least one day in the classroom per month because they were afraid to go to school.

Now maybe you're thinking: That was back in 1978. Well, a study released in 1983 indicates this 1978 report probably understates the problem today.

Just as school violence affects our sons and daughters, it also affects their teachers. That 1978 National Institute of Education study found that each month some 6,000 teachers were robbed, about 125,000 a month were threatened with physical harm, and at least 1,000 teachers each month were assaulted with violence so severe that they required medical care. One psychiatrist who treats teachers says many of them suffer symptoms identical to those of World War I shell-shock victims. It's that bad.

Today, American children need good education more than ever. But we can't get learning back into our schools until we get the crime and violence out. It's not a question of anyone asking for a police state. It's just that—as Albert Shanker of the American Federation of Teachers put it—"We're not going to get people interested in English or mathematics or social studies and languages, unless we solve discipline problems and take out of our schools those students who prevent teachers from teaching."

Today, I'm asking Americans to renew our commitment to school discipline. Here at the national level, we're directing the federal government to do all it can to help parents, teachers, and administrators restore order to their classrooms.

The Department of Education will study ways to prevent school violence, publicize examples of effective school discipline, continue its joint project with the National Institute of Justice to find better ways for localities to use their resources to prevent school crime.

The Department of Justice will establish a National School Safety Center. This Center will publish handbooks informing teachers and other officials of their legal rights in dealing with disruptive students, and put together a computerized national clearinghouse for school safety resources. I've also directed the Justice Department to file court briefs to help school administrators enforce school discipline.

But, despite the importance of these efforts, we can't make progress without help from superintendents and principals, teachers, parents, and students themselves.

I wish I could tell you all the stories I've heard of schools that have been turned around by determined local efforts. At Southwestern High in Detroit, once one of the city's most violent schools, firm discipline has raised the attendance rate from 53 to almost 87 percent.

In my home state of California at Sacramento's El Camino High, a discipline compact between parents and the school has helped achievement levels soar. And in the Watts section of Los Angeles, George Washington Preparatory High School recently established a policy of strict discipline with impressive results. Just five years ago, only 43 percent of the school's seniors expressed an interest in going to college. Well, last year, 80 percent of the seniors did go to college.

So please—if you have discipline problems at your school—find out what you can do to help. By working together, we can restore good order to America's classrooms and give our sons and daughters the education they deserve.

DATABANK

State Education Statistics

PERFORMANCE OUTCOMES[2]

See notes on pages 10 and 11.

State and year		ACT (scores for 28 states) ACT score (1)	Rank[3] out of 28 (2)	% of h.s. seniors taking test (3)	Score change 1972-82 (4)	Ranking of score change[4] (out of 28) (5)	SAT (scores for 22 states) SAT score (6)	Rank[3] out of 22 (7)	%of h.s. seniors taking test (8)	Score change 1972-82 (9)	Ranking of score change (out of 22) (10)	Graduation rate % (11)	Rank[3] out of 51 (12)	Pupil/teacher ratio pupils/teacher (13)	Rank[3] out of 51 (14)	Average teacher salary Salary ($) (15)
Alabama	1982	17.2	26.0	55.2	-1.1	16.0	–	–	–	–	–	67.1	43.0	20.7	43.0	15,413
	1972	18.3	25.5	49.6	–	–	–	–	–	–	–	65.4	48.0	23.9	42.0	7,737
Alaska	1982	18.7	13.5	31.4	-0.9	10.0	–	–	–	–	–	71.0	38.0	16.0	8.5	29,000
	1972	19.6	15.5	33.6	–	–	–	–	–	–	–	79.3	25.0	21.0	18.0	14,124
Arizona	1982	18.7	13.5	41.2	-0.6	4.0	–	–	–	–	–	72.4	33.0	19.8	37.0	17,359
	1972	19.3	17.5	55.5	–	–	–	–	–	–	–	73.8	37.0	22.2	25.5	10,136
Arkansas	1982	17.7	20.0	56.3	-0.9	10.0	–	–	–	–	–	74.7	30.0	18.6	29.0	13,270
	1972	18.6	22.0	40.4	–	–	–	–	–	–	–	68.9	45.0	23.4	40.5	7,021
California	1982	–	–	–	–	–	899	4.0	38.4	-58.0	20.0	68.9	39.0	23.1	50.0	19,648
	1972	–	–	–	–	–	957	2.0	31.6	–	–	79.9	22.0	24.1	43.0	11,300
Colorado	1982	19.6	5.0	66.7	-0.3	1.5	–	–	–	–	–	76.3	22.0	18.7	30.0	17,734
	1972	19.9	11.5	50.2	–	–	–	–	–	–	–	84.8	9.0	22.5	31.5	9,088
Connecticut	1982	–	–	–	–	–	896	6.5	69.0	-49.0	16.0	71.2	37.0	15.0	1.5	17,440
	1972	–	–	–	–	–	945	4.0	70.7	–	–	83.4	12.0	19.4	5.0	10,079
Delaware	1882	–	–	–	–	–	897	5.0	49.3	-46.0	11.5	81.8	9.0	17.8	22.5	18,025
	1972	–	–	–	–	–	943	5.0	57.2	–	–	78.0	29.0	22.3	28.0	10,211
District of Columbia	1982	–	–	–	–	–	821	21.0	53.4	18.0	1.0	55.8	50.0	18.5	27.0	22,883
	1972	–	–	–	–	–	803	22.0	66.2	–	–	54.8	51.0	21.2	20.0	11,022
Florida	1982	–	–	–	–	–	889	9.5	37.5	-52.0	18.0	65.4	46.0	19.9	38.5	15,563
	1972	–	–	–	–	–	941	6.0	26.8	–	–	72.1	39.0	22.7	34.0	9,020
Georgia	1982	–	–	–	–	–	823	20.0	49.0	-11.0	2.0	–	–	18.8	31.5	15,444
	1972	–	–	–	–	–	834	20.0	55.0	–	–	64.8	49.0	25.2	50.0	7,710
Hawaii	1982	–	–	–	–	–	857	18.0	47.3	-64.0	22.0	84.2	4.0	22.7	48.0	20,993
	1972	–	–	–	–	–	921	14.5	52.9	–	–	89.1	4.0	22.3	28.0	10,523
Idaho	1982	18.9	10.5	55.3	-1.0	13.0	–	–	–	–	–	76.9	19.0	20.9	45.0	15,146
	1972	19.9	11.5	45.2	–	–	–	–	–	–	–	84.7	10.0	22.6	33.0	7,392
Illinois	1982	18.6	16.0	67.4	-1.2	18.5	–	–	–	–	–	74.8	28.0	18.5	27.0	19,518
	1972	19.8	13.0	62.1	–	–	–	–	–	–	–	78.0	28.0	22.5	31.5	10,682
Indiana	1982	–	–	–	–	–	860	17.0	47.0	-46.0	11.5	76.9	21.0	20.0	40.0	16,876
	1972	–	–	–	–	–	906	18.0	50.4	–	–	76.1	34.0	24.6	45.5	9,605
Iowa	1982	20.3	2.0	54.6	-1.7	27.0	–	–	–	–	–	85.8	3.0	16.5	11.5	16,150
	1972	22.0	1.0	49.0	–	–	–	–	–	–	–	89.5	3.0	20.2	11.5	9,638
Kansas	1982	18.9	10.5	60.8	-1.1	16.0	–	–	–	–	–	80.9	11.0	15.7	4.5	15,250
	1972	20.0	9.5	55.2	–	–	–	–	–	–	–	82.8	15.0	19.8	8.0	8,254
Kentucky	1982	17.5	23.5	53.7	-0.9	10.0	–	–	–	–	–	68.9	44.0	20.8	44.0	15,580
	1972	18.4	23.5	45.1	–	–	–	–	–	–	–	70.4	42.0	23.2	37.0	7,444
Louisiana	1982	16.7	27.0	60.8	-1.3	20.5	–	–	–	–	–	64.0	48.0	19.6	35.0	14,900
	1972	18.0	27.0	56.7	–	–	–	–	–	–	–	66.5	47.0	22.4	30.0	8,849
Maine	1982	–	–	–	–	–	890	8.0	46.5	-41.0	8.5	72.1	34.0	18.0	24.0	13,994
	1972	–	–	–	–	–	931	11.0	44.2	–	–	80.9	18.0	22.2	25.5	8,750
Maryland	1982	–	–	–	–	–	889	9.5	50.3	-47.0	14.0	75.6	24.0	18.5	27.0	19,286
	1972	–	–	–	–	–	936	8.0	51.4	–	–	80.2	21.0	22.1	24.0	10,463
Massachusetts	1982	–	–	–	–	–	888	11.5	65.6	-45.0	10.0	75.9	23.0	16.0	8.5	18,286
	1972	–	–	–	–	–	933	10.0	68.2	–	–	77.9	30.0	21.2	20.0	8,200
Michigan	1982	18.7	13.5	51.4	-0.4	3.0	–	–	–	–	–	72.7	32.0	22.9	49.0	21,057
	1972	19.1	19.0	24.4	–	–	–	–	–	–	–	81.0	17.0	24.8	48.0	11,300
Minnesota	1982	20.2	3.0	26.9	-1.2	18.5	–	–	–	–	–	89.2	1.0	17.1	16.0	17,182
	1972	21.4	2.0	44.3	–	–	–	–	–	–	–	91.5	1.0	20.6	17.0	10,266
Mississippi	1982	15.5	28.0	74.5	-0.8	7.0	–	–	–	–	–	63.0	49.0	19.3	34.0	13,000
	1972	16.3	28.0	76.5	–	–	–	–	–	–	–	57.6	50.0	23.1	36.0	6,520
Missouri	1982	18.7	13.5	45.2	-1.4	23.0	–	–	–	–	–	75.4	25.0	17.0	15.0	15,422
	1972	20.1	8.0	21.1	–	–	–	–	–	–	–	77.5	31.0	22.3	28.0	8,806
Montana	1982	19.5	6.0	49.3	-1.6	26.0	–	–	–	–	–	82.2	8.0	16.5	11.5	15,967
	1972	21.1	3.0	46.5	–	–	–	–	–	–	–	79.0	27.0	21.2	20.0	–
Nebraska	1982	19.9	4.0	72.8	-0.7	5.0	–	–	–	–	–	83.6	6.0	15.7	4.5	14,675
	1972	20.6	8.0	27.1	–	–	–	–	–	–	–	85.9	7.0	19.9	9.5	7,581
Nevada	1982	18.3	18.0	44.5	-1.0	13.0	–	–	–	–	–	75.3	26.0	21.1	46.0	17,700
	1972	19.3	17.5	51.3	–	–	–	–	–	–	–	75.0	35.0	24.6	45.5	10,200
New Hampshire	1982	–	–	–	–	–	925	1.0	56.2	-47.0	14.0	78.3	13.0	16.8	13.5	[illegible]
	1972	–	–	–	–	–	972	1.0	52.1	–	–	80.7	19.0	20.6	14.5	6,605
New Jersey	1982	–	–	–	–	–	869	15.0	64.7	-47.0	14.0	78.1	15.0	15.9	7.0	18,300
	1972	–	–	–	–	–	916	17.0	71.3	–	–	79.7	23.0	19.6	6.5	9,500
New Mexico	1982	17.6	21.5	56.6	-0.8	7.0	–	–	–	–	–	71.6	36.0	18.8	31.5	16,940
	1972	18.4	23.5	51.2	–	–	–	–	–	–	–	76.9	32.0	23.3	38.5	8,486
New York	1982	–	–	–	–	–	896	6.5	61.6	-59.0	21.0	66.3	45.0	17.6	21.0	20,400
	1972	–	–	–	–	–	955	3.0	60.2	–	–	74.7	36.0	19.3	4.0	11,400
North Carolina	1982	–	–	–	–	–	827	19.0	46.6	-22.0	3.0	68.4	41.0	19.9	38.5	15,858
	1972	–	–	–	–	–	849	19.0	47.4	–	–	66.6	46.0	23.3	38.5	8,163
North Dakota	1982	17.8	19.0	64.6	-1.8	28.0	–	–	–	–	–	87.3	2.0	16.8	13.5	14,881
	1972	19.6	15.5	67.3	–	–	–	–	–	–	–	89.0	6.0	19.9	9.5	7,386
Ohio	1982	19.0	9.0	49.2	-1.0	13.0	–	–	–	–	–	77.5	18.0	19.7	36.0	16,200
	1972	20.0	9.5	35.2	–	–	–	–	–	–	–	80.3	20.0	24.4	44.0	9,050
Oklahoma	1982	17.6	21.5	51.4	-1.1	16.0	–	–	–	–	–	77.6	17.0	17.2	17.5	14,640
	1972	18.7	21.0	58.5	–	–	–	–	–	–	–	79.3	24.0	23.0	35.0	7,900
Oregon	1982	–	–	–	–	–	908	2.0	41.7	-30.0	4.0	71.7	35.0	20.3	41.0	16,509
	1972	–	–	–	–	–	938	7.0	39.8	–	–	79.2	26.0	20.7	18.0	8,486
Pennsylvania	1982	–	–	–	–	–	385	13.0	51.4	-41.0	8.5	78.8	12.0	17.3	19.5	17,690
	1972	–	–	–	–	–	926	13.0	55.2	–	–	85.0	8.0	21.6	22.0	9,900
Rhode Island	1982	–	–	–	–	–	877	14.0	60.7	-50.0	17.0	72.9	31.0	16.1	10.0	[illegible]
	1972	–	–	–	–	–	927	12.0	59.6	–	–	81.1	16.0	20.6	14.5	10,000
South Carolina	1982	–	–	–	–	–	790	22.0	49.2	-33.0	7.0	64.3	47.0	19.0	33.0	14,106
	1972	–	–	–	–	–	823	21.0	50.0	–	–	69.2	44.0	20.2	11.5	7,300
South Dakota	1982	19.1	8.0	61.9	-1.5	25.0	–	–	–	–	–	83.9	5.0	15.8	6.0	[illegible]
	1972	20.6	6.0	56.0	–	–	–	–	–	–	–	90.5	2.0	18.7	3.0	7,757
Tennessee	1982	17.5	23.5	56.3	-0.8	7.0	–	–	–	–	–	68.9	40.0	20.5	42.0	14,073
	1972	18.3	25.5	52.8	–	–	–	–	–	–	–	72.4	38.0	24.7	47.0	7,970
Texas	1982	–	–	–	–	–	868	16.0	32.4	-53.0	19.0	68.2	42.0	18.4	25.0	15,715
	1972	–	–	–	–	–	921	14.5	32.2	–	–	70.2	43.0	22.6	23.0	8,378
Utah	1982	18.4	17.0	66.4	-1.3	20.5	–	–	–	–	–	81.4	10.0	27.4	51.0	16,612
	1972	19.7	14.0	62.5	–	–	–	–	–	–	–	83.3	13.0	25.3	51.0	8,538
Vermont	1982	–	–	–	–	–	904	3.0	54.3	-31.0	5.5	77.7	16.0	15.3	3.0	13,235
	1972	–	–	–	–	–	935	9.0	50.5	–	–	70.9	41.0	17.1	1.0	[illegible]
Virginia	1982	–	–	–	–	–	888	11.5	51.0	-31.0	5.5	75.0	27.0	17.8	22.5	14,649
	1972	–	–	–	–	–	919	16.0	54.3	–	–	76.4	33.0	20.5	13.0	9,100
Washington	1982	–	–	–	–	–	–	–	–	–	–	76.9	20.0	21.7	47.0	22,702
	1972	–	–	–	–	–	–	–	–	–	–	83.8	11.0	25.1	49.0	10,178
West Virginia	1982	17.4	25.0	48.4	-1.4	23.0	–	–	–	–	–	74.8	29.0	17.3	19.5	14,948
	1972	18.8	20.0	43.4	–	–	–	–	–	–	–	71.9	40.0	23.4	40.5	7,976
Wisconsin	1982	20.4	1.0	32.0	-0.3	1.5	–	–	–	–	–	83.4	7.0	[illegible]	17.5	20,062
	1972	20.7	4.0	40.7	–	–	–	–	–	–	–	88.1	5.0	19.6	8.5	10,370
Wyoming	1982	19.2	7.0	51.8	-1.4	23.0	–	–	–	–	–	78.3	14.0	15.0	1.5	20,438
	1972	20.6	6.0	53.8	–	–	–	–	–	–	–	83.1	14.0	18.5	2.0	9,215
U.S. average	1982	18.4	–	–	-0.7	–	893	–	–	-44.0	–	72.8	–	18.9	–	[illegible]
	1972	19.1	–	–	–	–	937	–	–	–	–	77.2	–	22.3	–	[illegible]

State Performance Outcomes, Resource Inputs, and Population Characteristics, 1972 and 1982[1]

RESOURCE INPUTS

POPULATION CHARACTERISTICS

Average teacher salary	Federal funds as % of school revenues			Current expenditures per pupil		Expend. as % of income per capita		Per capita income		% poverty ages 5–17		Median years education of adults		Minority % of enrollment		Handicapped % of enrollment	
Rank[3] out of 51 (16)	% (17)	Rank[3] out of 51 (18)	State comp ed program[5] (19)	Expenditure $ (20)	Rank[3] out of 51 (21)	% (22)	Rank[3] out of 51 (23)	Income ($) (24)	Rank[3] out of 51 (25)	% (26)	Rank[3] out of 51 (27)	years (28)	Rank[3] out of 51 (29)	% (30)	Rank[3] out of 51[1] (31)	% (32)	Rank[3] 51 (33)
35.0	16.6	2.5	NO	1,835	46.5	21.2	32.0	8,649	48.0	23.1	3.5	12.2	45.0	37.0	13.0	9.5	20.0
42.0	18.3	3.0	–	543	50.0	15.9	50.0	3,423	49.0	29.5	4.0	10.8	43.0	34.5	7.0	–	–
1.0	9.5	22.5	NO	5,369	1.0	33.0	1.0	16,257	1.0	11.4	38.0	12.8	2.0	22.5	26.0	8.2	34.0
1.0	17.4	4.0	–	1,441	2.0	27.3	3.0	5,285	4.0	14.6	21.0	12.4	4.5	16.3	24.0	–	–
21.0	12.9	11.0	YES	2,305	26.0	22.7	21.0	10,173	33.0	15.8	17.0	12.6	15.5	29.8	18.0	9.3	23.0
14.0	8.4	23.5	–	911	22.0	21.3	17.0	4,285	30.0	17.5	18.0	12.3	10.5	27.2	13.0	–	–
49.0	16.6	2.5	NO	1,713	50.0	20.2	40.0	8,479	50.0	22.7	5.0	12.2	45.0	30.2	17.0	9.7	15.0
49.0	17.3	5.0	–	601	49.0	18.4	42.0	3,268	50.0	31.6	2.0	10.5	49.5	29.4	10.0	–	–
10.0	10.1	19.0	YES	2,427	22.0	19.3	46.0	12,567	5.0	14.2	22.0	12.7	6.5	45.9	6.0	8.0	38.0
3.5	6.1	36.5	–	932	20.0	18.4	41.0	5,062	10.0	12.1	26.0	12.4	4.5	27.6	12.0	–	–
17.0	5.9	45.5	NO	2,708	15.0	22.0	26.0	12,302	8.0	10.8	41.0	12.8	2.0	23.1	24.0	7.2	45.0
25.0	8.5	21.0	–	905	23.0	19.8	29.0	4,574	14.0	12.3	24.0	12.4	4.5	18.4	21.0	–	–
20.0	6.2	41.5	YES	2,683	17.0	19.5	45.0	13.748	3.0	10.4	44.0	12.6	15.5	23.0	25.0	11.2	3.0
15.0	3.1	49.5	–	1,110	7.0	20.3	21.0	5,464	2.0	7.2	51.0	12.2	18.0	13.0	29.0	–	–
16.0	11.3	13.0	NO	3,125	6.0	26.6	6.0	11,.731	14.0	14.6	20.0	12.5	28.0	29.0	20.0	10.9	5.0
11.0	7.1	30.5	–	1,097	8.0	21.3	16.0	5,143	7.0	12.0	28.0	12.1	29.0	21.3	20.0	–	–
2.0	–	–	NO	3,441	3.0	23.6	18.0	14,550	2.0	26.3	2.0	12.7	6.5	96.4	1.0	1.6	51.0
5.0	14.1	8.0	–	1,063	11.0	18.7	39.0	5,670	1.0	23.2	12.0	12.2	18.0	95.5	1.0	–	–
32.0	10.3	17.0	YES	2,276	27.0	20.7	37.0	10,978	21.0	17.6	16.0	12.5	28.0	32.0	16.0	8.8	28.0
27.0	9.7	19.0	–	861	28.0	19.4	31.0	4,434	20.5	18.9	15.0	12.1	29.0	28.0	11.0	–	–
33.0	13.9	8.0	YES	1,721	49.0	18.0	49.0	9,583	37.0	20.4	9.0	12.2	45.0	37.2	12.0	9.8	14.0
43.0	10.8	15.0	–	788	37.0	20.0	23.0	3,931	36.0	24.4	9.0	10.8	43.0	33.7	8.0	–	–
4.0	15.8	5.0	YES	2,604	20.0	22.3	25.0	11,652	15.0	11.7	36.5	12.7	6.5	75.2	2.0	6.9	46.0
7.0	8.4	23.5	–	1,020	13.5	20.0	25.0	5,107	9.0	9.7	41.0	12.3	10.5	–	–	–	–
37.0	10.3	17.0	NO	1,878	44.0	20.8	35.0	9,029	43.0	13.4	26.0	12.6	15.5	6.6	45.0	7.6	40.0
46.0	12.2	12.0	–	732	39.0	18.7	40.0	3,906	37.0	12.0	28.0	12.3	10.5	4.5	44.0	–	–
11.0	7.1	35.5	YES	2,720	14.0	22.5	23.0	12,100	10.0	14.1	23.0	12.5	28.0	39.8	10.0	10.1	8.0
6.0	4.9	42.5	–	986	16.0	19.2	34.0	5,135	8.0	10.7	35.0	12.1	29.0	24.9	15.0	–	–
24.0	6.4	40.0	YES	2,008	39.0	20.0	41.0	10,021	35.0	11.0	39.0	12.4	37.5	17.3	31.0	8.3	33.0
19.0	5.4	39.5	–	837	34.0	19.3	32.0	4,329	28.0	9.0	45.0	12.1	29.0	11.3	30.0	–	
27.0	6.1	43.5	NO	2,343	24.0	21.7	29.0	10.791	25.0	10.8	41.0	12.5	28.0	6.0	46.0	9.4	22.0
18.0	2.5	51.0	–	970	18.0	22.0	14.0	4,415	23.0	9.8	39.5	12.2	18.0	2.8	46.0	–	–
36.0	6.2	41.5	NO	2,251	29.0	19.1	47.0	11,765	13.0	10.7	43.0	12.6	15.5	17.2	32.0	8.9	27.0
36.0	6.8	32.5	–	854	30.0	18.8	38.0	4,549	15.0	11.5	30.5	12.3	10.5	10.3	31.0	–	–
31.0	16.0	4.0	NO	1,835	46.5	20.5	39.0	8,934	44.0	21.2	7.0	12.1	50.0	12.2	38.0	9.7	17.0
45.0	16.5	6.5	–	650	46.5	18.1	45.0	3,586	45.0	25.1	7.0	9.9	51.0	9.5	32.0	–	–
39.0	12.7	12.0	NO	2,002	40.5	19.6	44.0	10,231	32.0	23.1	3.5	12.2	45.0	43.4	7.0	8.7	30.0
29.0	12.5	10.0	–	867	26.0	24.8	5.0	3,489	48.0	30.1	3.0	10.8	43.0	41.0	5.0	–	–
46.0	9.0	24.0	NO	1,985	42.0	22.0	27.0	9,042	42.0	15.1	18.5	12.5	28.0	1.2	50.0	9.9	12.0
31.0	7.3	29.0	NO	793	36.0	21.4	15.0	3,707	42.0	14.2	22.0	12.1	29.0	0.7	49.0	–	–
12.0	8.2	31.0	YES	2,998	7.0	24.5	13.0	12,238	9.0	11.9	35.0	12.5	28.0	33.6	14.0	11.1	4.0
8.0	7.1	30.5	–	962	19.0	19.4	30.0	4,953	11.0	11.5	30.5	12.1	29.0	24.8	16.5	–	–
15.0	5.9	45.5	YES	2,964	10.0	24.5	12.0	12,068	11.0	12.3	33.0	12.6	15.5	15.4	33.0	11.4	2.0
23.0	4.7	44.0	–	1,020	13.5	20.6	19.0	4,948	12.0	8.4	49.0	12.2	18.0	6.5	38.0	–	–
3.0	7.0	37.5	YES	2,652	19.0	24.2	15.0	10,956	22.0	12.4	32.0	12.5	26.0	29.1	19.0	6.9	49.0
3.5	3.8	48.0	–	1,175	5.0	24.5	7.0	4,796	13.0	9.1	44.0	12.1	29.0	16.2	25.0	–	–
22.0	7.0	37.5	YES	2,698	16.0	24.1	16.0	11,175	19.0	9.5	48.0	12.6	15.5	7.6	43.5	9.1	25.0
10.0	4.5	45.5	–	1,134	6.0	25.6	4.0	4,434	20.5	9.5	42.0	12.2	18.0	2.8	45.0	–	–
51.0	24.3	1.0	NO	1,685	51.0	21.7	30.0	7,778	51.0	30.3	1.0	12.2	45.0	51.9	4.0	9.5	18.0
50.0	26.0	1.0	–	634	48.0	20.6	18.0	3,071	51.0	41.5	1.0	10.7	45.0	51.1	2.0	–	–
34.0	9.6	21.0	YES	2,197	31.0	21.6	31.0	10,170	34.0	14.0	24.5	12.4	37.5	20.7	29.0	10.3	6.0
30.0	6.8	32.5	–	845	33.0	19.9	27.0	4,241	32.0	14.6	20.0	11.8	38.0	16.9	22.0	–	–
28.0	9.8	20.0	NO	2,727	13.0	28.5	4.0	9,580	38.0	12.7	30.0	12.6	15.5	12.3	36.5	7.8	39.0
–	8.5	21.0	–	–	–	–	–	4,092	33.0	12.9	23.0	12.3	10.5	6.9	36.0	–	–
41.0	8.7	27.5	YES	2,445	21.0	22.9	20.0	10,883	29.0	11.6	37.0	12.8	15.5	12.3	36.5	10.0	11.0
44.0	6.4	34.0	–	856	29.0	19.2	35.0	4,469	19.0	12.0	28.0	12.2	18.0	8.1	34.0	–	–
18.0	7.2	34.0	NO	2,069	35.0	17.3	51.0	11,981	12.0	9.4	49.0	12.6	15.5	19.1	30.0	7.1	47.0
12.0	5.9	38.0	–	917	21.0	17.8	47.0	5,148	6.0	8.8	46.0	12.4	4.5	14.2	26.0	–	–
40.0	5.3	46.0	NO	2,256	28.0	21.0	33.0	10,729	27.0	8.9	50.0	12.6	15.5	1.6	49.0	6.5	50.0
32.0	5.0	41.0	–	847	32.0	19.0	28.0	4,258	31.0	7.7	50.0	12.2	18.0	0.9	48.0	–	–
14.0	6.1	43.5	YES	3,285	4.0	25.1	9.0	13,089	4.0	13.3	27.0	12.5	28.0	37.7	11.0	12.3	1.0
20.0	4.3	47.0	–	1,219	4.0	22.7	12.0	5,380	3.0	8.7	47.5	12.1	29.0	21.6	18.5	–	–
23.0	15.0	7.0	NO	2,178	33.0	23.7	17.0	9,190	40.0	21.7	6.0	12.6	15.5	57.2	3.0	8.1	36.0
34.0	18.5	2.0	–	849	31.0	23.6	9.0	3,593	44.0	26.3	6.0	12.2	18.0	47.3	3.0	–	–
7.0	7.1	35.5	YES	3,769	2.0	30.6	2.0	12,314	7.0	17.9	14.0	12.5	28.0	42.9	8.0	7.5	42.0
2.0	5.4	39.5	–	1,466	1.0	27.9	2.0	5,260	5.0	12.2	25.0	12.1	29.0	26.7	14.0	–	–
29.0	–	–	YES	2,033	36.0	22.5	24.0	9,044	41.0	17.8	15.0	12.2	46.0	32.4	15.0	9.5	10.0
37.0	11.7	13.0	–	695	43.0	18.3	43.0	3,789	39.0	24.0	11.0	10.6	47.0	30.8	9.0	–	–
40.0	11.0	15.0	NO	2,002	40.5	18.4	48.0	10,876	24.0	14.0	24.5	12.5	28.0	4.5	48.0	7.5	41.0
47.0	10.0	17.5	–	740	38.0	17.0	48.0	4,351	26.0	15.7	19.0	12.0	36.5	2.4	47.0	–	–
26.0	8.5	29.0	YES	2,321	25.0	21.7	26.0	10,677	30.0	12.2	34.0	12.4	37.5	22.3	27.5	9.8	13.0
26.0	6.2	35.0	–	871	25.0	19.3	33.0	4,505	17.0	9.8	39.5	12.1	29.0	14.0	27.0	–	–
43.0	13.6	9.0	NO	2,237	30.0	19.7	43.0	11,370	18.0	15.1	18.5	12.5	28.0	24.3	23.0	9.7	16.0
40.0	11.6	14.0		686	44.0	18.2	44.0	3,772	40.0	19.5	14.0	12.1	29.0	16.4	23.0	–	–
13.0	8.4	30.0	YES	3,130	5.0	30.3	3.0	10,335	31.0	10.8	41.0	12.7	6.5	9.3	41.0	8.1	35.0
21.0	4.5	45.5	–	979	17.0	22.5	13.0	4,346	27.0	10.3	37.0	12.3	10.5	4.6	43.0	–	–
19.0	8.9	25.5	YES	2,841	11.0	25.9	7.0	10,955	23.0	13.2	28.0	12.4	37.5	22.3	27.5	8.6	31.0
17.0	4.9	42.5	–	1,073	9.0	24.0	8.0	4,478	18.0	10.6	36.0	12.0	36.5	13.3	28.0	–	–
9.0	8.7	27.5	YES	2,996	9.0	27.9	5.0	10,723	28.0	12.6	31.0	12.3	41.0	11.7	39.0	10.0	9.0
16.0	7.8	26.0	–	1,023	12.0	23.1	10.0	4,429	22.0	11.0	34.0	11.5	41.0	5.1	41.0	–	–
44.0	–	–	NO	1,916	43.0	22.5	22.0	8,502	49.0	20.6	8.0	12.1	50.0	42.0	9.0	10.0	10.0
48.0	16.5	6.5	–	700	42.0	20.1	22.0	3,490	47.0	29.1	5.0	10.5	49.5	41.2	4.0	–	–
47.0	13.0	10.0	NO	2,016	37.0	20.9	34.0	[illegible]	36.0	10.4	11.0	12.5	28.0	11.4	40.0	7.2	40.0
41.0	10.0	17.5	–	799	35.0	20.4	20.0	[illegible]	38.0	18.3	18.0	12.1	29.0	5.4	40.0	–	–
45.0	15.6	6.0	NO	1,831	48.0	20.6	38.0	8,906	45.0	20.2	10.0	12.2	45.0	28.8	21.0	10.5	7.0
39.0	13.3	9.0	–	659	45.0	18.0	46.0	3,664	43.0	24.8	8.0	10.6	47.0	21.6	18.5	–	–
30.0	11.1	14.0	YES	2,012	38.0	17.6	50.0	11,419	17.0	18.4	12.0	12.4	37.5	48.0	5.0	8.1	37.0
35.0	8.5	21.0	–	650	46.5	16.3	49.0	3,991	34.0	21.5	13.0	11.6	40.0	38.0	6.0	–	–
25.0	8.1	32.0	YES	1,842	45.0	20.8	36.0	8,875	46.0	9.8	46.0	12.8	2.0	7.6	43.5	9.4	21.0
33.0	7.9	25.0	–	707	41.0	19.0	37.0	3,730	41.0	10.0	38.0	12.5	1.0	6.2	39.0	–	–
50.0	7.4	33.0	NO	2,365	23.0	24.9	10.0	9,507	39.0	13.0	29.0	12.6	15.5	1.1	51.0	8.8	29.0
38.0	6.1	36.5	–	1,232	3.0	31.2	1.0	3,947	35.0	11.4	32.0	12.2	18.0	0.5	50.0	–	–
42.0	10.3	17.0	NO	2,193	32.0	19.8	42.0	11,095	20.0	14.4	21.0	12.4	37.5	28.2	22.0	8.5	32.0
24.0	10.6	16.0	–	875	24.0	20.0	24.0	4,373	25.0	18.2	17.0	11.7	39.0	24.8	16.5	–	–
5.0	8.9	25.5	YES	2,679	18.0	[illegible]	19.0	11,860	10.0	10.3	45.0	12.7	6.5	15.0	34.0	7.3	44.0
13.0	7.7	27.0	–	886	27.0	19.1	36.0	4,626	16.0	9.3	43.0	12.4	4.5	7.0	35.0	–	–
38.0	9.5	22.5	NO	2,173	34.0	24.8	11.0	8,769	47.0	18.2	13.0	12.1	50.0	4.9	47.0	9.2	24.0
38.0	12.4	11.0	–	713	40.0	19.9	26.0	3,577	46.0	24.3	10.0	10.6	47.0	4.9	42.0	–	–
8.0	6.6	39.0	YES	2,759	12.0	25.6	8.0	10,774	26.0	9.6	47.0	12.6	28.0	14.2	35.0	7.3	43.0
9.0	3.1	49.5	–	1,069	10.0	24.8	6.0	4,314	29.0	8.7	47.5	12.1	29.0	6.7	37.0	–	–
6.0	5.5	47.0	NO	2,997	8.0	24.2	14.0	12,372	6.0	7.5	51.0	12.7	6.5	8.7	42.0	9.0	26.0
22.0	7.6	28.0	–	1,001	15.0	22.8	11.0	4,395	24.0	11.2	33.0	12.4	4.5	9.3	33.0	–	–
–	9.3	–	–	2,473	–	22.3	–	11,107	–	15.3	–	12.5	–	25.7	–	9.0	–
–	7.1	–	–	934	–	20.7	–	4,515	–	14.8	–	12.1	–	22.1	–	–	–

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RAISING QUESTIONS

Reacting negatively to changes mandated by the new Job Training Partnership Act, the St. Louis School District has decided not to participate, and officials in other districts express concern about funding cuts and new performance standards.

See Page 10.

WORKING TOGETHER

A pilot program funded by the Ford Foundation is focusing on coordinating state resources and using them more effectively to train "at-risk" teen-agers—those least ready for the world of work.

See Page 15.

PUSHING REFORMS

Many chief state school officers are playing key roles in the movement to upgrade American education. Saul Cooperman, New Jersey's commissioner, talks about some of the problems and satisfactions of the job.

See Pages 8 and 9.

EDUCATION WEEK

American Education's Newspaper of Record

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Where Lau *Began, Much Has Changed*

Languages, Law, and San Francisco

On Jan. 21, 1974, the U. S. Supreme Court handed down a ruling in the case of Lau *v.* Nichols *that set in motion far-reaching changes in the ways educators viewed and treated non-English-speaking students. This report, the second in a series, examines what transpired in the district where* Lau *began. (The full text of the* Lau *decision appears on page 14.)*

By Charlie Euchner

San Francisco—A young graduate of the public-school system here, now a sophomore at the City College of San Francisco, has few memories of his first years of formal education. About all the student, who immigrated to this city from Hong Kong, recalls is that he felt isolated from other students because he could not speak English.

As the years passed, the student gradually learned English. He took Chinese lessons after school for several years, but quit in order to make his English classes a top priority. When he was not in school trying to understand what his English-speaking peers were saying, he watched television for hours on end, imitating the speech of the actors to eliminate his Chinese accent. "The shows on T.V. are more or less how the society speaks," he now says.

School officials offered to enroll him in classes for non-English-speaking students, the student recalls, but he told his mother that he would rather learn English without any bilingual instruction. "I said no, because [classmates] said, 'You're an E.S.L. [student]' and laughed at you."

The student, who plans to major in compu-

Continued on Page 12

CHARLIE EUCHNER

Pupils at the Jean Parker Elementary School in San Francisco demonstrate the concept of size in a Chinese bilingual-education class.

Civil-Rights Panel To Review Education Policies

By Tom Mirga

Hunt Valley, Md.—The newly reconstituted U. S. Commission on Civil Rights, following two days of often heated debate, opened the way last week for a reassessment of its existing policies on school desegregation, bilingual education, and a host of other education-related topics.

By a 6-to-2 vote, the commission agreed to review all policies adopted by its predecessor since 1957. "We have a clean slate," said the fact-finding agency's Republican chairman, Clarence M. Pendleton Jr., prior to the conclusion of the new commission's first meeting here in suburban Baltimore. "We do not consider ourselves bound by the policies approved by [the previous] commission."

Although it has no enforcement powers, the commission's recommendations are generally viewed as having had a profound effect on the policies of the executive and legislative branches of government. Equal opportunity in education has long been one of the commission's major areas of inquiry.

The original commission had been highly critical of President Reagan's civil-rights and budget policies, particularly as they related to education. It was replaced by the new body following an agreement between the Congress and the White House over the President's plan to replace some of its members with people whose views are more consistent with his own.

In what some observers predicted was a signal of things to come, a five-member block of commissioners appointed to the panel by President Reagan and Republican leaders in the Congress voted to reject the original commission's policy of support for racial quotas as a means to remedy past discrimination in hiring.

The new commission majority also agreed to undertake studies of affirmative action in higher education, mandatory and voluntary methods of student desegregation, and the possible role of bilingual-education programs in the increasing isolation of Hispanic students.

It also agreed to "insulate" the budgets of "social programs" from commission review.

The panel's apparent shift in direction was strongly criticized by Mary F. Berry and Blandina C. Ramirez, two holdovers from the original commission.

During a press conference after the meeting, Ms. Berry said that the commission "is now a lapdog, and not a watchdog, of the government that is run by people with closed minds."

"If the work of the commission is to become merely the expression of lay opinion on matters of civil rights unrooted in what is required by law or what makes sense

Continued on Page 11

Texas Board's Darwin Vote Said Misreported

By Anne Bridgman

Texas education officials said last week that the State Board of Education's rejection this month of two amendments to its guidelines for the adoption of biology textbooks had been misreported by the press.

The board's 14-8 vote defeated measures that would have required biology textbooks to stress the "testability" of theories of origin and to include lists of major contributors to biological science, including Charles Darwin.

But that vote, the officials said, in effect left the state's 1974 textbook proclamation unchanged, and thus did not imply the barring of Darwinian theory, as was nationally reported.

The state's 10-year-old rule requires that, if evolution is included in science textbooks, it must be taught as "only one of several explanations of the origins of humankind [in a manner] not detrimental to the other theories of origin"; textbooks that are adopted must print a disclaimer explaining that evolution is a theory, not a fact. Of the five biology textbooks adopted during the last biology adoption process in 1976, all include information on the theory of evolution, textbook-selection officials said.

"The vote has been misunderstood," ac-

Continued on Page 17

President's Approach To School Discipline Draws Criticism

By Cindy Currence

Responding to President Reagan's call for "good, old-fashioned discipline," educators said last week that they welcomed the attention to the problems of student behavior but that the President's proposed initiatives represent a "very, very narrow" approach to a complex phenomenon.

And some, like Mary H. Futrell, president of the National Education Association, accused the President of using the initiatives as "nothing more than a political gimmick at the start of a Presidential campaign."

She and others criticized Mr. Reagan for painting too grim a picture of the school-discipline situation, for failing to distinguish between routine disciplinary problems and crime in the schools, and for relying on statistics from a 1978 study that they say are outdated.

But many, like Phyllis Blaunstein, executive director of the National Association of State Boards of Education, also agreed that the President's initiatives "could not fail to help."

The initiatives, formally announced this month by Secretary of Education Terrel H. Bell, include plans to:

- Conduct extensive research, sponsored

Continued on Page 16

IN SUMMARY

Stumping the State
Alabama's chief state school officer is holding hearings across the state to promote his plan to upgrade schools. **Story on Page 5.**

Boosting the Budget
Illinois's chief is seeking $3 billion for education next year, including $19.6 million for a master-teacher program. **Story on Page 5.**

Evenly Matched in California
Public-school students do as well academically as private-school students from similar backgrounds, a study finds. **Story on Page 6.**

A Chief Reflects
Saul Cooperman, New Jersey's commissioner of education, talks about his first year and a half on the job. **Interview on Page 9.**

New Program, New Problems
Some school districts are disturbed by requirements and funding cuts in the new federal job-training program. **Story on Page 10.**

'Ayes' on Sony
The U. S. Supreme Court's ruling permitting home video recording will not affect schools, say experts. **Story on Page 10.**

The 'Silent One'
Esther G. Buckley, the only teacher on the new civil-rights commission, suggests her views with her votes. **Story on Page 11.**

Help for 'At-Risk' Students
The Ford Foundation is funding a major demonstration project to coordinate efforts to deal with school dropouts. **Story on Page 15.**

Commentary ....18 and 24
Databank 8
Deadlines 21
Events 20
Honors 20
Letters 18
Marketplace 22
Media Column 16
Special Education Column 17
Washington News 10

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THE WEEK

FEDERAL

Family Experts Brief President At White House

President Reagan called 10 experts on family issues to the White House last week to hear their views on the subject.

First in a seminar and then over lunch, the experts, including Marie Winn, author of *Children Without Childhood*, and Michael Novak of the American Enterprise Institute, briefed the President on a range of developments that have affected the family, including poverty, the increasing divorce rate, and the baby boom of the post-World War II years.

"It was a diverse group of people, and we were basically getting topics on the board," Mr. Novak said of the meeting. "The discussion was wide-ranging."

The meeting was organized by Bruce Chapman, deputy assistant to the President and director of the White House office of planning and evaluation, as the fourth in a series of "Presidential roundtables."

The roundtables were initiated a year ago as a way of familiarizing the President with important issues of the day, according to Carolee Bush, who is on Mr. Chapman's staff.

STATES

Connecticut Begins Fellowship Program In Math and Science

A consortium of business and education leaders in Connecticut has announced the start-up of a fellowship program to develop a cadre of high-school teachers who will work with other teachers to improve mathematics and science education in their districts.

The training program will begin this summer at Wesleyan University with 12 mathematics and science teachers. Eventually, a minimum of 40 will be trained at the university during each year of the program.

The teaching fellows will receive a $2,000 stipend during the summer session and $1,500 for their work during the school year, as well as free tuition, room, and board during the summer session. Each fellow will earn six credits from the university's graduate liberal-studies program.

The program is being administered by the Project to Improve Mastery of Mathematics and Science, a four-year-old organization based at Wesleyan and supported by a number of the state's leading industries.

The program is supported by the Connecticut Department of Education, the General Electric Foundation, the university, the Connecticut Academy of Science and Engineering, and several corporations in the state.

New Teacher Plan Gains Endorsements In New Jersey

Saul Cooperman, New Jersey's commissioner of education, has won two endorsements for his controversial plan to rewrite the state's teacher-licensing laws.

Edward Bloustein, president of Rutgers University, New Jersey's state university, said last week in an interview that he "strongly supports" Mr. Cooperman's proposal to bring more talented college graduates into the state's teaching corps by abolishing the current requirement that all teachers earn an education degree. *(See interview with Mr. Cooperman on page 9.)*

"The emphasis [in the commissioner's proposal] on liberal arts in the training of elementary- and secondary-school teachers is very sound," he said.

The Rutgers University Council on Teacher Education, a committee of faculty members from the graduate school of education that is charged with overseeing the training of teachers at the university, also endorsed Mr. Cooperman's plan recently.

In a report, the council expressed its support for the three aspects of an alternative licensing plan that Mr. Cooperman has proposed.

Under the plan, a person would have to have a bachelor's degree with a minor in education, a passing grade on a subject-area test, and a satisfactory rating on a one-year internship in order to teach in the state.

The council expresses some concern over Mr. Cooperman's plan, though. For example, in its report it recommended that the internship be conducted in closer cooperation with colleges and universities, and it said Mr. Cooperman should expand its 18-credit minor in education to 24 credits.

But opposition to the commissioner's proposals has also come from the state's college campuses.

John A. Rocco, a professor of education at Rider College, and Mildred Barry Garvin, who is on the faculty of the Rutgers department of social work, have, as members of the New Jersey legislature, led efforts to block Mr. Cooperman's proposals.

Mr. Rocco, a member of the Assembly's education committee, has joined Ms. Garvin, chairman of the committee, in sponsoring legislation that would delay consideration of Mr. Cooperman's plan for a year.

The New Jersey Education Association has led lobbying efforts to defeat the commissioner's proposals.

Stanford Educators Oppose Withdrawal From UNESCO

Faculty members at Stanford University's School of Education have voted to express their "serious concern" over the Reagan Administration's decision to withdraw from the United Nations Educational, Scientific, and Cultural Organization (UNESCO).

The faculty's motion of concern praises the work of UNESCO in the educational development of nations, notes that Stanford faculty members have been involved in UNESCO programs, and notes "both the importance and the difficulty of international collaboration in education." But while acknowledging "the efforts made and the problems encountered by the United States in its work with UNESCO," the resolution says the faculty sees "no viable alternative to UNESCO for developing and sustaining worldwide communication and collaboration in educational, scientific, and cultural pursuits across the many cleavages that divide today's world."

The motion was adopted by a 19-1 vote, with two abstentions.

Virginia State Board Decides To Retain Middle-Grade Sports

The Virginia Department of Education has backed off an interpretation of some state education regulations that would have forced many middle schools in the state to eliminate interscholastic sports programs for some students.

In revising the state's accreditation standards, a committee appointed two years ago by Superintendent S. John Davis held that 6th- and 7th-grade students should be considered elementary-school students even if they attend middle or junior-high schools.

Because state law does not permit elementary-level students to participate in interscholastic sports programs, the interpretation would

WASHINGTON

Educators Question J.T.P.A. Strategy

Schools Redirecting Programs To Comply

By Susan G. Foster

St. Louis school-district officials have decided not to accept money for youth programs under the federal Job Training Partnership Act because they would have been required to make significant—and, they said, harmful—changes in existing pre-employment and training efforts for their high-school students.

St. Louis may be only the first of a number of districts to reject or limit their involvement in the new training program. As a result of the program's reduced funding and tougher performance standards, district officials in several cities have begun questioning its direction and how well the schools will fare under the new restrictions.

Susan Katzman, supervisor for career education in St. Louis, said that if the district had agreed to make changes in the program, it would have "negated every concept we've been trying to sell."

For at least the past four years, according to Ms. Katzman, the school district has tried to provide students with broad-based pre-employment services with "a heavy curriculum infusion." This year, however, the district would have had to shift its emphasis and concentrate on finding private-sector jobs for at least 40 percent of the students once the classroom training had been completed.

Federal Guidelines

Under federal guidelines for the Job Training Partnership Act, which on Oct. 1 replaced the Comprehensive Employment and Training Act, agencies that provide training programs for youths must have a job-placement rate of at least 41 percent; a "positive-termination" rate of at least 82 percent, which can be met if program participants are either employed, back in school, or in the armed forces; and an expense of no more than $4,900 per participant.

This year, the Reagan Administration has provided about $2.8 billion, to be spread out over a nine-month period, to state and territorial governments to support job-training programs for youths and adults. In October, when the program will begin operating on a full-year cycle, the same amount of money will be used to finance programs for about a million people, the Labor Department announced earlier this month. *(See related chart to the right.)*

Although many state and local officials are still in the process of implementing the new program, others have already contracted with local organizations and have established the program's training priorities. For the first time, local training organizations, including school districts, will be held accountable for the program's effectiveness in training disadvantaged youths for employment.

In Pittsburgh, school officials negotiated a $282,000 contract with the city to run a pre-employment training program for about 200 in-school youths. During the first week of the program, about 27 of the students dropped out, according to Fred A. Monaco, the district's career-development manager.

Until this year, according to Mr. Monaco, the district has been able to place students in jobs with nonprofit agencies and pay them with federal stipends. Now, he said, students must be placed in private-sector jobs because their wages are no longer subsidized.

The standards, Mr. Monaco contends, are "so restrictive as to what you can do [that] we're losing the kids." "We've had a lot of early dropouts," he explained, "because we don't have the work experience."

"We're trying to cooperate and we want [the program] to succeed," Mr. Monaco said. But if the program does not meet federal standards, he explained, the district, which is already struggling with a budget deficit, could end up absorbing some of the program costs.

Despite the problems with the program's concept, Mr. Monaco maintains that the the schools' relationship with the city, which is the local J.T.P.A. sponsor, "is excellent."

In New York City, school officials are limiting their recruitment efforts to high-school seniors who are not planning to go to college to increase their chances of meeting the placement standards, according to Michael Racanelli, assistant director for the district's work-experience program.

But with only about $150,000 in J.T.P.A. funds, Mr. Racanelli said, the

Continued on Page 15

States' Job Training Partnership Act Allotments, July 1984 to June 1985

State	Unemployment Rate	Title II-A Training Programs Allotment	Title II-B Summer Jobs Allotment	Title III-Dislocated Worker Program	
				Allotment	Required Match
Alabama	14.3%	$45,718,867	$16,599,358	$4,079,060	$0.0
Alaska	10.2	4,702,878	1,775,415	296,493	237,194
Arizona	10.3	24,071,745	8,776,397	1,900,800	1,520,640
Arkansas	9.7	18,543,748	7,189,673	1,340,825	1,340,825
California	10.3	206,967,087	75,371,390	18,211,123	14,568,898
Colorado	8.0	19,964,704	7,285,204	1,603,294	1,603,294
Connecticut	6.8	16,990,435	8,311,427	1,383,095	1,383,095
Delaware	7.6	4,702,878	1,775,415	303,277	303,277
District of Columbia	10.8	6,164,813	6,746,288	541,283	433,026
Florida	8.9	68,059,421	24,927,300	5,521,134	5,521,134
Georgia	7.6	36,691,694	13,843,092	2,601,742	2,601,742
Hawaii	6.4	5,475,161	2,279,027	342,631	342,631
Idaho	10.3	7,899,117	2,885,806	635,620	508,496
Illinois	12.2	104,953,189	37,980,866	10,866,051	4,346,420
Indiana	11.3	46,838,441	17,450,907	4,810,706	2,886,424
Iowa	8.6	18,910,217	6,893,957	1,853,741	1,853,741
Kansas	6.4	11,914,392	4,465,938	924,805	924,805
Kentucky	11.2	32,658,550	11,933,738	2,680,337	1,608,202
Louisiana	12.1	37,972,870	13,877,463	3,088,379	1,853,027
Maine	8.9	8,039,947	3,282,930	637,866	637,866
Maryland	7.5	27,289,918	10,515,210	2,310,360	2,310,360
Massachusetts	7.1	36,182,469	16,839,184	2,902,123	2,902,123
Michigan	15.2	103,925,839	37,478,242	11,578,385	0.0
Minnesota	8.4	27,178,542	9,913,311	2,465,109	2,465,109
Mississippi	12.1	24,295,227	8,916,856	1,932,727	1,159,636
Missouri	9.7	36,008,001	13,959,367	3,242,489	3,242,489
Montana	8.7	6,016,550	2,207,122	457,198	457,198
Nebraska	6.2	7,707,682	3,147,874	574,908	574,908
Nevada	10.2	7,475,521	2,703,689	753,523	602,818
New Hampshire	6.4	5,194,295	1,898,617	374,280	374,280
New Jersey	8.5	49,504,570	21,762,233	4,503,918	4,503,918
New Mexico	10.2	11,408,864	4,193,889	818,114	654,491
New York	9.0	123,452,151	50,848,855	10,422,943	10,422,943
North Carolina	8.9	44,786,303	16,366,076	3,650,676	3,650,676
North Dakota	6.0	4,702,878	1,775,415	185,629	185,629
Ohio	12.9	102,687,464	37,111,204	11,438,077	4,575,231
Oklahoma	8.1	16,879,681	6,268,877	1,317,932	1,317,932
Oregon	10.8	24,002,603	8,713,064	2,350,768	1,880,614
Pennsylvania	12.3	102,848,422	37,306,913	10,823,137	4,329,255
Puerto Rico	23.6	60,360,805	22,269,883	3,391,510	0.0
Rhode Island	9.5	7,804,484	3,140,596	669,235	669,235
South Carolina	10.4	28,042,343	10,222,019	2,315,906	1,852,725
South Dakota	5.7	4,702,878	1,775,415	206,188	206,188
Tennessee	11.7	43,949,827	15,992,744	3,805,859	2,283,515
Texas	8.1	93,620,142	34,374,879	6,713,377	6,719,377
Utah	8.9	9,249,966	3,389,474	758,998	758,998
Vermont	7.0	4,702,878	1,775,415	225,398	225,398
Virginia	6.9	32,317,888	12,625,007	2,395,540	2,395,540
Washington	11.5	38,329,076	13,883,123	3,828,532	2,297,119
West Virginia	17.8	21,433,067	7,765,585	2,241,181	0.0
Wisconsin	10.9	43,147,634	15,599,138	4,260,996	3,408,797
Wyoming	8.9	4,702,878	1,775,415	263,359	263,359
American Samoa	0.0	350,026	55,003	31,038	0.0
Guam	0.0	1,457,238	670,830	129,217	0.0
Northern Marianas	0.0	125,000	25,730	11,084	0.0
Trust Territories	0.0	1,285,908	74,374	114,025	0.0
Virgin Islands	0.0	1,781,828	380,370	157,999	0.0
Native Americans	–	–	13,176,511	–	–
Undistributed	0.0	–	–	55,750,000	0.0
National Total	**10.1**	**1,886,151,000**	**724,549,000**	**223,000,000**	**111,164,598**

Source: U.S. Department of Labor

School Guidelines Not Affected By High Court's Video Ruling

By Thomas Toch

Washington—The Supreme Court ruled last week that it is legal to use video recorders to tape television programs for personal use, but legal experts said the decision will have little immediate effect on the use of such recorded material in the schools.

In a 5-to-4 decision, the Court held in *Sony Corporation of America* v. *Universal City Studios Inc.* that the noncommercial use of videotape recorders in the home does not violate federal copyright laws. Companies that make and sell the machines do not violate such laws either, the Court ruled.

After taking the uncommon step of holding two rounds of oral arguments in the case, the Justices overturned a federal appellate-court ruling that the Sony Corporation of America, the maker of the Betamax video recorder, infringed the copyrights owned by Universal City Studios and Walt Disney Productions by enabling home television viewers to record movies without paying royalties.

In its decision, written by Associate Justice John Paul Stevens, the Court noted that both sides in the case agreed that the primary use of home video recorders was "time-shifting," the recording of a program for later, more convenient viewing.

Such private, noncommercial use of the machines, Justice Stevens wrote, falls within the "fair-use" exception to the legal right to control the use of copyrighted material, outlined by Congress in the 1976 amendments to the federal copyright laws.

According to Thomas M. Gould, former general counsel of the International Communications Industry Association, which counts many school audio-visual instructors among its members, the Court's decision will have "no bearing at all" on rules governing the use of videotaped materials in the schools.

"Schools are considered public places" and so are covered under the *Sony* case, he said, adding that the legal use of video-recorded material in the schools is outlined in "fair-use" guidelines worked out by educators and representatives of the entertainment industry a few years ago.

Under these guidelines, Mr. Gould said, schools may make only limited use of taped television programs and must destroy the material within 45 days.

Gwendolyn H. Gregory, deputy general counsel of the National School Boards Association, said her organization will advise school officials to continue to adhere to the guidelines, but that the *Sony* case may in the future be interpreted to allow greater use of videotaped material by schools.

Joining Justice Stevens in the majority in the case were Chief Justice Warren E. Burger and Associate Justices William J. Brennan Jr., Sandra Day O'Connor, and Byron R. White.

Associate Justice Harry A. Blackmun wrote the minority opinion, and was joined by Associate Justices Thurgood Marshall, Lewis F. Powell Jr., and William H. Rehnquist.

HEARINGS

The following Congressional hearings of interest to those in the field of elementary and secondary education have been scheduled for upcoming months. Because times, places, and witnesses frequently change with little advance notice, it is advisable to check with the committees by telephone on or near the appointed dates.

HOUSE OF REPRESENTATIVES

Child nutrition. Jan. 26. Joint hearings with the Senate and House Agriculture Committees on the President's task force on hunger, which will also deal with the topic of child-nutrition and school-lunch programs. Contact: Subcommittee on Elementary, Secondary, and Vocational Education (202) 225-4368.

IN FEDERAL AGENCIES

Child nutrition. The Food and Nutrition Service of the Agriculture Department announced, in the Jan. 18 *Federal Register*, the annual adjustments to the reimbursement rates for meals served in the Summer Food Service Program for children. The adjustments are effective Jan. 1, 1984. Contact: Stanley C. Garnett, Child Nutrition Division, Food and Nutrition Service, U.S.D.A., Alexandria, Va. 22302; (703) 756-3620.

Children's television. The Federal Communication Commission published, in the Jan. 13 *Federal Register*, a report and a policy statement on programming and advertising practices in children's television. The commission concludes that rules setting programming and advertising requirements are undesirable, but "recognizes the special obligations of broadcasters to serve the child audience." Contact: Freda Lippert Thyden, Mass Media Bureau (202) 632-7792; or Brian Fontes, Mass Media Bureau (202) 632-6302.

to these students."[*]

The critical question is, therefore, whether the regulations and guidelines promulgated by H.E.W. go beyond the authority of § 601. Last term, in *Mourning* v. *Family Publications Service Inc.*, 411 U. S. 356, 369, we held that the validity of a regulation promulgated under a general authorization provision such as § 602 of Title VI[*] "will be sustained so long as it is 'reasonably realted to the purposes of the enabling legislation.' *Thorpe* v. *Housing Authority of the City of Durham*, 393 U. S. 268, 280-281 (1969)." I think the guidelines here fairly meet that test. Moreover, in assessing the purposes of remedial legislation we have found that departmental regulations and "consistent administrative construction" are "entitled to great weight." *Trafficante* v. *Metropolitan Life Insurance Co.*, 401 U. S. 424, 433-434; *Udall* v. *Tallman*, 380 U. S. 1. The Department has reasonably and consistently interpreted § 601 to require affirmative remedial efforts to give special attention to linguistically deprived children.

For these reasons, I concur in the judgment of the Court.

CONCURRING OPINION: MR. BLACKMUN

MR. JUSTICE BLACKMUN, with whom the CHIEF JUSTICE joins, concurring in the result.

I join MR. JUSTICE STEWART'S opinion and thus I, too, concur in the result. Against the possibility that the Court's judgment may be interpreted too broadly, I stress the fact that the children with whom we are concerned here number about 1,800. This is a very substantial group that is being deprived of any meaningful schooling because they cannot understand the language of the classroom. We may only guess as to why they have had no exposure to English in their preschool years. Earlier generations of American ethnic groups have overcome the language barrier by earnest parental endeavor or by the hard fact of being pushed out of the family or community nest and into the realities of broader experience.

I merely wish to make plain that when, in another case, we are concerned with a very few youngsters, or with just a single child who speaks only German or Polish or Spanish or any language other than English, I would not regard today's decision, or the separate concurrence, as conclusive upon the issue whether the statute and the guideline require the funded school district to provide special instruction. For me, numbers are at the heart of this case and my concurrence is to be understood accordingly.

Foundation To Aid Joint Efforts for 'At Risk' Youths

By Susan G. Foster

To address the rising dropout rate among the state's high-school students, public and private agencies in Oregon have independently focused their efforts over the years on alternative-education and training programs for "at-risk" young people—those troubled teen-agers least ready for the world of work.

In Oregon, as in states across the nation, that population has been growing steadily. In 1972, according to statistics released this month by the U. S. Education Department, it ranked 26th among the states in its proportion of dropouts, with a rate of 20 percent; by 1982, its dropout rate had climbed to 28 percent and it ranked 35th among the states.

Now, however, Oregon officials are developing a new strategy that will focus more attention on such young people and target state resources more effectively to solve their job-training problems.

State leaders have decided to assume more responsibility for the development and administration of such programs, and officials from various public agencies and private organizations have committed themselves to work cooperatively to prevent duplication of services.

Because of its interest in that kind of statewide coordination, Oregon has been selected as one of three states to participate in a demonstration project, developed by Public/Private Ventures, a Philadelphia-based research and program-development firm, that will encourage interagency planning to provide education and training programs for "at-risk" youths, or those who are identified as potential dropouts.

The project, called State Employment Initiatives for Youth, will be supported over the next two years by a $1.4-million grant from the Ford Foundation. Training programs are to be created by pooling the resources and capabilities of a variety of state and private agencies, according to Thomas J. Smith, director of state programs for Public/Private Ventures.

Recent studies have suggested that employment and training programs for disadvantaged youths have been successful in dealing with record-high unemployment among teen-agers, which federal officials have called one the nation's most serious social problems.

The project, Mr. Smith said, is particularly timely because the new federal Job Training Partnership Act places heavy emphasis on the coordination of education and training efforts at state and local levels. "One of the big messages out of the [federal statute], other than states' new role, is that they have to coordinate education and job-training resources a lot better" than they did under the Comprehensive Employment and Training Act, he said.

The Ford Foundation, which has traditionally supported programs directed at disadvantaged youths and youth-employment problems, became interested in the project, according to Gordon Berlin, Ford's program officer, because it attempts "to encourage the states to design more rational and comprehensive systems" for serving young people.

"There was a lack of coordination previously in the employment and training community," Mr. Berlin asserted. Those involved in youth programs, he said, "tended to work in competing and separate areas, and what was needed was better coordinaation" in the development of a model system.

Under the model developed by Public/Private Ventures, Oregon, Massachusetts, and South Carolina are to establish youth-coordination councils to administer training programs. But before those programs begin, each state council will collect baseline data, ascertain the needs of the target population, and devise a strategy for meeting those needs. The council will also be responsible for setting program priorities and developing a process for identifying exemplary training programs.

By next November, the council will again conduct an assessment of its efforts and make any modifications it considers necessary. In March 1985, it will prepare for a second round of exemplary training programs, according to Mr. Smith.

Before the pilot program ends in January 1986, Mr. Smith explained, the research-and-development firm plans to disseminate the results of the demonstration program.

In working with the three states, Mr. Smith said, "we've tried not to be too specific because those are the kinds of decisions the states are going to have to make," and they will have to make them long after the pilot program has concluded. It is important that "we let them work out the practical problems," he added.

Another factor in the firm's decision to limit its role in the states' decisionmaking, according to Mr. Smith, is that "the states are making a significant contribution of their own money to the effort."

Each of the three states has agreed to commit between $400,000 and $500,000 toward the program. "The focus here is that the state is developing its own capacity to do more with what it already has," Mr. Smith explained.

More than 20 states were initially considered for the project, Mr. Smith said. But the states chosen were selected because of their interest, their perception of the problem at hand, and their ability to carry out the program's objectives, he explained.

In Massachusetts, state officials expect to produce a statewide policy on youth employment, according to Paul Osterman, director for planning, policy, and research for the Office of Economic Affairs. "There are an awful lot of people involved in youth employment in the state, and we're going to see if we can pull them all together," he said.

"I think this provides the spark to get it going," Mr. Osterman added.

Nita Crimins, director of job-development and training services for the Oregon Department of Education, which has been designated as the lead agency in the state's efforts, said that each of the 13 members on the council has previously been involved in programs for the targeted population. But as representatives of various groups, "we are becoming more closely linked," she said.

"We're not trying to create new programs," Ms. Crimins explained. "We're taking a look at existing programs and making them work better."

Schools Question J.T.P.A. Strategy

Continued from Page 10

program will consist of hiring staff to provide training for about 300 students. "It's not that it can't be done," he added, it's that "the task is just more difficult."

Thomas Peters, coordinator of youth-employment programs for the Chicago Public Schools, said school officials had expected program changes but they did not forsee the extent of those changes.

This year, the district will receive up to $443,000 to provide one week of inservice training for about 475 students; under the terms of the arrangement, officials must find jobs for about 350 students. Last year, the school district received roughly $1 million to administer an in-school job-training program for students.

The St. Louis school district, according to Ms. Katzman, could have focused its program on training for high-school seniors.

But that would have put their program directly in competition with another program that is currently operating in the schools, called "Jobs for Missouri's Graduates," she said.

"I feel strongly about not competing with groups that work with seniors," Ms. Katzman added. "To me, it didn't make sense to duplicate services to the same kids."

For now, Ms. Katzman explained, the St. Louis school board has agreed to support the district's career-exploration and transitional-services program. "We've fared a little better [than some other districts] because our program has not been based on work experience, which would mean stipends and people to supervise," she said.

Despite the decision not to run an in-school program, the district is hoping to secure future J.T.P.A. funds if the federal guidlines are relaxed once a track record has been established, according to Ms. Katzman.

The St. Louis program attempts to teach students about the need for good work habits early. "Where placement fits in," the official added, "is almost icing on the cake if you're going to teach kids to be productive workers, college students, or military personnel."

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SERVICE

Maryland's chief school officer wants to make community service a requirement for high-school graduation, and a youth organization calls for a national-service program for all young people.

See Page 6.

RESEARCH

The National Institute of Education could play a critical role in local education reform if it did a better job of conducting research and distributing its findings to those who need them, a new study finds.

See Page 11.

HUMANITIES

A coalition of businesses and foundations has contributed $2.25 million to establish a program to promote the teaching of the humanities and liberal arts in Philadelphia's public schools.

See Page 8.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 19 · February 1, 1984 *© 1984 Editorial Projects in Education*

U.S. Approves Voluntary Plans To Desegregate

Calif., Ohio Systems Will Use No Busing

By Tom Mirga and Peggy Caldwell

The Reagan Administration last week filed its first school-desegregation suit, then immediately resolved it by approving a desegregation plan for elementary schools in Bakersfield, Calif., that will rely totally on voluntary student transfers.

The consent decree settling the Bakersfield dispute was filed with U. S. District Judge Edward Dean Price simultaneously with a lawsuit by the Administration. The suit alleged that the 18,500-student district, which serves kindergarten through grade 8, was guilty of intentional student segregation. Judge Price immediately approved the pact, which the Justice Department termed "a blueprint for the future."

Less than a week earlier, the Justice Department reached a similar negotiated settlement with the public schools in Lima, Ohio.

Both plans call for the establishment of magnet schools, policies permitting voluntary student transfers to improve racial balance, and the provision of transportation for all students who elect to make such transfers.

Civil-rights groups were quick to condemn the settlements, claiming that voluntary measures such as magnet schools generally work only when crafted as part of

Continued on Page 15

E.D. To Seek $100-Million Increase in 1985 Budget

Proposal Asks Realignment of Spending Priorities

By Thomas Toch

Washington—The Education Department's fiscal 1985 budget, scheduled to be released by the Administration in its overall budget package this week, calls for expenditures totaling $15.5 billion—an increase of $100 million over current levels—and a realignment of budget priorities to reflect the recommendations of the National Commission on Excellence in Education.

If enacted, the fiscal 1985 budget would be the largest federal appropriation for education ever, notes Secretary of Education Terrel H. Bell in draft remarks accompanying the budget.

See Databank on page 12 for details of the budget proposal.

The budget represents the first time the Reagan Administration has proposed an increase in education spending. The fiscal 1984 budget proposed a 12.6-percent reduction for the department—from $15.09 billion to $13.19 billion. In the Administration's first year in office, its revision of President Carter's proposed budget for fiscal 1982 lowered the education request from $16.9 billion to $13 billion; for fiscal 1983, the President proposed spending $9.95 billion on education. In each of those years, the Congress appropriated more than was requested.

The budget, which details the Administration's recommendations for federal spending in the fiscal year that begins next October 1, includes no proposals for new spending initiatives in education. It does, however, make several recommendations the Congress has turned down in previous years, including the establishment of "education savings accounts," a "self-help expectation" for recipients of student-aid grants, tuition tax credits, and a vocational-education block grant.

In accompanying documents, the Administration suggests that lower inflation rates over the past two years "have protected the purchasing power of about $20 billion spent by all levels of government on education" and thus will allow states to increase spending on education over the next few years.

Citing increased funding for federal programs that "can contribute most directly to improving elementary and secondary education" as a high priority, the Administration proposes a $250-million increase (to $729 million) in the Chapter 2 education block-grants program.

The Chapter 2 program "[offers] the best opportunity for implementing reforms recommended by the Commission on Excellence," the Administration says in the documents.

Because the amount of Secretary Bell's discretionary fund is pegged to the appropriation for Chapter 2, that fund will increase to $43.22 million. About $11.63 million of that amount is earmarked by the Congress for various education programs, but the Secretary will be able to increase the number of his discretionary awards from 241 to 434 and will have $31.59 million to distribute.

Mr. Bell said the majority of these awards will be made for planning or imple-

Continued on Page 12

Administration Considers Changing Law To Help Discipline Efforts in Schools

By Cindy Currence

Washington—The Reagan Administration, as part of the President's school-discipline initiative, is considering the feasibility of changing a civil-rights law that has been blamed for making school officials unwilling to discipline students, a Justice Department official said at one of two Congressional hearings on school discipline last week.

Alfred S. Regnery, administrator of the Justice Department's office of juvenile justice and delinquency prevention, told members of the Senate Subcommittee on Juvenile Justice that the department is examining the Supreme Court's landmark 1975 student-rights decision, *Wood* v. *Strickland*, to determine whether it is possible to change the federal statute on which the nine-year-old decision is based.

Mr. Regnery's comments came in response to questioning from Senator Arlen Specter, Republican of Pennsylvania and chairman of the subcommittee, who asked several witnesses whether they thought changing Section 1983 of the Civil Rights Act of 1871 would increase school officials' capacity to handle discipline problems.

Under Section 1983, state authorities acting in an official capacity are liable for damages in civil-rights cases unless it can be proved that they acted in "good faith"—that is, if they believed at the time that their action was correct.

But in 1975, the Supreme Court ruled in *Wood* that "good faith" was no longer sufficient insulation against liability and set a stricter standard. "School officials are not immune from liability if they knew, or reasonably should have known, that the action they took would violate the constitutional rights of the students," the Court said.

For that reason, teachers and administrators often fear taking disciplinary action against students, said Gary L. Bauer, the deputy undersecretary of education who headed the Administration's school-disci-

Continued on Page 13

Panel Said Likely To Challenge Technology Center Contract

By Charlie Euchner

Washington—A Congressional subcommittee probably will conclude that the National Institute of Education acted improperly when it awarded Harvard University a $7.6-million contract to create a center for the study of educational technology, a source familiar with the panel's investigation says.

The Bank Street College of Education in New York, which also had sought the contract, last fall filed formal protests with the General Accounting Office and the House Intergovernmental Relations and Human Resources Subcommittee when its $4.4-million bid for the center was bypassed in favor of Harvard.

In their protests, Bank Street officials asked that the contract be taken away from Harvard and awarded to them.

The G.A.O., the investigative arm of the Congress, does not have the authority to overturn the N.I.E.'s decision, but it will make a recommendation to the N.I.E. in the next four to six weeks, said a G.A.O. official. The Congressional panel has not indicated when it would complete its inquiry, also begun last fall.

Bank Street's complaint focuses on two aspects of the bidding—the N.I.E. director's rejection of an advisory committee's finding that the Bank Street proposal was technically superior, and the decision of institute officials to give Harvard and one other applicant, but not Bank Street, information about the funds available for the grant. N.I.E. officials have not disputed the Bank Street officials' assertion of those facts, but say they acted properly.

"Based on what I've seen, I would be shocked if [the subcommittee and the G.A.O.] do not find that the decision was made improperly," said the source familiar with the Congressional investigation. The Bank Street proposal appeared to represent "the ideal situation—it's better technically and it costs much less," he said.

The award for the technology center represented the first time that the N.I.E. has

Continued on Page 15

IN SUMMARY

A Rewarding Partnership
Some 307 of 593 corporations surveyed recently gave $13.5 million to precollegiate education in 1982. **Story on Page 5.**

Community Service
Maryland's chief state school officer and the Youth Policy Institute have proposed service programs for young people. **Stories on Page 6.**

A 'Showpiece for the Humanities'
Businesses and foundations have put up $2.25 million to promote the humanities in Philadelphia's schools. **Story on Page 8.**

On the Short End
California students spend one and a third fewer years in school than the national average, a new study claims. **Story on Page 8.**

Moving Ahead in Tennessee
The governor's comprehensive, and controversial, education-reform bill has cleared some legislative hurdles. **Story on Page 8.**

State of the States
All but one of the annual gubernatorial messages in recent weeks called for action to improve education. **Story on Page 9.**

State of the Union
In his annual address, the President renews his call for school prayer, tuition tax credits, and discipline measures. **Story on Page 10.**

The New Federalism?
States and localities have lost $42 billion in federal funds because of policy changes since 1981, a union study asserts. **Story on Page 11.**

Commentary ....16 and 20
Databank 12
Deadlines 17
Events 17
Federal File 11
Grants 17
Letters 16
Marketplace 19
Private Schools 6
Washington News 10

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THE WEEK

FEDERAL

Justice Department May Challenge Ruling On Comparable Worth

The Reagan Administration may challenge a federal district-court decision that awarded millions of dollars in back pay and raises to approximately 14,000 women employees of Washington State who were paid less than men holding comparable jobs.

According to a spokesman for the Justice Department, government lawyers are preparing a report for Solicitor General Rex E. Lee outlining objections to the ruling and recommending a course of action. "By no means is anything final," he said.

The department could file a "friend-of-the-court" brief in the case, *Washington Federation of State Employees* v. *Washington State*, or it could file a petition to intervene when the case is reviewed by the U. S. Court of Appeals for the Ninth Circuit. The spokesman said he did not know when Mr. Lee will make his determination on how to proceed.

In his Sept. 16 ruling, U. S. District Judge Jack E. Tanner held that Washington State had illegally maintained "a compensation system which discriminates on the basis of sex." In November, he handed down a second order requiring the state to bring the salaries for female-dominated jobs to a level equal that for male-dominated jobs. *(See Education Week, Dec. 21, 1983.)*

According to labor officials and women's-rights advocates, Judge Tanner's action marked the first time that a federal court went beyond the notion of "equal pay for equal work," which is required by a 1963 statute, and required a state to pay women at a rate reflecting the "full evaluated worth" of their work.

NATIONAL

Number of Women On School Boards Rises, Survey Shows

The number of women on school boards increased by nearly 9 percent from 1982 to 1983, according to a survey conducted by the *American School Board Journal.*

In 1983, 37.1 percent of U. S. school-board members were female, while in 1982 that number was 28.3 percent, the *Journal*'s survey found.

The largest regional increase in the number of female school-board members was in the West, where the survey revealed a 15.7-percent increase.

The smallest increase for female representation on school boards was recorded for northeastern states. Although more women were on school boards, the 5.2-percent increase was well below the national average.

The survey, which is conducted annually by the monthly journal of the National School Boards Association, also found that male and female school-board members agree for the most part on educational issues—except when it comes to finding good teachers.

More than one-fourth of the female board members said that finding good teachers was a major problem, while only 15.8 percent of male board members said that it was a problem.

Minority representation on school boards did not increase overall from 1982 to 1983, the survey found, but the number of black school-board members increased by 2.2 percent.

Just under 10 percent of school-board members belong to a minority group, according to the survey.

Report Examines Status of Blacks In Education

The condition of black Americans "remained strained throughout 1983 with no light apparent at the end of the tunnel," according to the National Urban League.

"The bald truth is that not only has movement toward narrowing the socio-economic gap that separates black and white Americans come to a dead halt, retrenchment has set in and blacks are actually retrogressing," said John E. Jacob, in a summary of the organization's annual report on the status of blacks in America.

The annual report, which examined issues such as single-parent homes, voter registration, economics, and civil rights, also cautioned black children and their parents to pay attention to efforts "to test us out of the educational and employment pictures."

"It needs to be understood that the competition has increased for scarce places in education and in employment and [that] the nation is turning against affirmative action" in those areas, the report warned. "The feeling is that people should merit education and employment opportunity, and merit is more than often determined by test scores," the report said.

The league's report on urban education, which was written by Faustine C. Jones-Wilson, professor of education at Howard University, says that President Reagan and "neoconservatives" blame civil-rights efforts and the quest for equality in education for many of the problems in public education.

The league's report concludes that urban schools can be successful if "we as a nation rededicate ourselves to making them work."

Foundation To Seek Corporate Support For Basic Literacy

Harold W. McGraw Jr., chairman of the McGraw-Hill Inc. publishing company, has announced the formation of a new foundation that will work with business and industry executives to ease the problem of functional illiteracy among adults.

The foundation, which has been named the Business Council for Effective Literacy Inc, is being funded by McGraw-Hill with an initial $1-million grant. It will be based in New York City.

In its first year, the foundation will attempt to expand corporate participation inactivities underway throughout the country to improve basic-literacy skills among adults.

According to Mr. McGraw, the foundation also will help schools, libraries, and other organizations develop the "additional resources needed to build higher levels of reading competency among children."

The foundation's efforts were endorsed by President Reagan and Secretary of Education Terrel H. Bell.

Mr. McGraw said the foundation will concentrate its efforts on the estimated 27 million functionally illiterate adults who are "unable to perform such simple tasks as filling out a job application, applying for a driver's license, or reading a road sign." But he added that there are an estimated 47 million adults who are only marginally competent in performing such tasks.

The members of the board of directors are:

James E. Burke, chairman, Johnson & Johnson; Mrs. George Bush; Frank T. Cary, executive committee chairman, International Business Machines Corporation; Harold Howe 2d, senior lecturer, Harvard University Graduate School of Education; Martin Lipton, partner, Wachtell, Lipton; Dan Lucy, executive vice president, Business Council for Effective Literacy; Frank J. Macchiarola, president and chief executive officer, New York City Partnership; John K. McKinley, chairman, Texaco; Edward N. Ney, chairman, Young & Rubicam; Benjamin F. Payton, president, Tuskegee Institute; Alan Pifer, president emeritus, Carnegie Corporation of New York; Donald C. Platten, executive committee chairman, Chemical New York Corporation; Alice M. Rivlin, research director, Brookings Institution; Michael I. Sovern, president, Columbia University; and Alexander B. Trowbridge, president, National Association of Manufacturers.

STATES

Illinois Governor Opposes Extension Of Tax Surcharge

Promising to make state government live within its means, Gov. James Thompson of Illinois says he will oppose extension of an income tax surcharge due to die July 1.

The decision virtually dooms chances for extension of the one-

Survey Finds Significant Corporate Interest in Donations to Schools

Financial-Aid Council Takes First Look at Funds, Services Given at Precollegiate Level

By Sheppard Ranbom

Responding to heightened interest in precollegiate education on the part of businesses, the Council on Financial Aid to Education has for the first time released a survey on corporate giving to the schools.

The council, which ordinarily restricts its research to contributions to higher education, conducted the study on a "one-time-only basis" because many corporate-contributions officers have been curious about what businesses are doing to support precollegiate education, according to Anne Decker, C.F.A.E.'s vice president. She said many corporate officials have been "reassessing" their giving programs to schools following the release of reports by the National Commission on Excellence in Education and by the Task Force on Education and Economic Growth.

According to the financial-aid council, corporations gave a record $1.3 billion to education during 1982. Four percent of that amount went to elementary and secondary schools.

Gifts to education constituted 44 percent of corporations' total charitable contributions in 1982, compared with 41.5 percent the previous year, according to "Corporate Support of Education 1982," the annual study C.F.A.E. conducts in cooperation with the Conference Board, a research organization concerned with business economics. Higher-education gifts rose 20 percent despite the fact that corporate profits plummeted by 23 percent, the report said.

In response to the survey analyzing the nature of corporate gifts to schools during 1982, 307 of the 593 corporate-giving officers said that their firms provided financial support for precollege education. About 283 of the corporate officials said their firms provided assistance to secondary schools, while 157 said that their companies sponsored programs aiding elementary schools.

In a six-page report on the survey's findings, the council noted that fewer than half of the corporations that supported precollege education gave aid to vocational and technical programs (43 percent) and fewer than one-fifth provided support for preschool education. Some 60 percent of the companies provided support to both public and private education.

Support for schools came in the form of direct grants, equipment, or matching gifts, according to the survey. *(See accompanying table.)*

About 207 of the companies made direct grants to schools. Some 180 firms made cash grants to schools and 80 companies—most of them manufacturing concerns—provided equipment to schools, the survey reported.

Giving to Associations

About 60 percent of those companies surveyed contributed to national and local organizations and associations concerned with improving precollege education, according to the survey. The outside organizations most often mentioned were Junior Achievement and groups interested in improving education for members of minority groups, such as the National Achievement Scholarship Plan and the Negro Educational Emergency Drive.

About 140 companies reported that they provided matching gifts from their employees to precollege institutions.

More than half of these companies matched gifts to both public and private schools, while 45 percent matched only gifts to private schools and a little more than 1 percent matched only gifts to public schools. About 30 percent of the responding companies—most of which are in service or nonmanufacturing industries—reported participating in "adopt-a-school" programs.

Most Popular Areas

When companies limited their support to specific subject areas, the most popular areas were economic education, mathematics, science, and computer science, the report said.

Copies of *Corporate Support of Education 1982* are available for $6, and copies of "Corporate Support of Precollege Education" are available at no charge, from C.F.A.E., 680 Fifth Ave., New York, N. Y. 10019.

Precollege Education Support for 193 Companies (1982)

Level	Cash except Matching Gifts	Equipment	Matching Gifts	Total
Secondary				
Public	$2,039,888	$1,553,763	$494,014	$4,087,665
Private	506,474	226,992	1,841,200	2,574,666
Total	2,546,362	1,780,755	2,335,214	6,662,331
	(28.6%)	(95.8%)	(85.8%)	(49.4%)
Elementary				
Public	1,095,999	35,100	11,556	1,142,655
Private	88,255	12,360	213,254	313,869
Total	1,184,254	47,460	224,810	1,456,524
	(13.3)	(2.6)	(8.3)	(10.8)
Other Organizations	5,178,019	30,000	161,492	5,369,511
	(58.1)	(1.6)	(5.9)	(39.8)
Grand Total	**8,908,635**	**1,858,215**	**2,721,516**	**13,488,366**
	(100.0)	**(100.0)**	**100.0)**	**(100.0)**

Source: Council for Financial Aid to Education.

$750,000 Awarded by G.T.E. For Science, Math Training

The G.T.E. Corporation of Stamford, Conn., last week announced a $750,000 fellowship program that will enable practicing mathematics and science teachers to study their fields in depth and use their study in classroom projects.

The program, tested last year in a pilot project in North Carolina, will involve 80 teachers in Florida, Massachusetts, North Carolina, and the District of Columbia. The three states and the district were selected, a G.T.E. official said, because school officials there have demonstrated a commitment to improving public schools.

Program Gives Teachers $2,500

Called "Growth Initiatives for Teachers," the program will give the teachers $2,500 to spend on graduate study or inservice training in mathematics and science. The fellows will also attend seminars at G.T.E. laboratories.

After completing their studies, the teachers will receive another $2,500 from G.T.E. to develop plans for taking what they have learned to their classes at school. The money will be matched by the teachers' schools.

Teachers who took part in last year's pilot program studied calculus, biology, and other subjects. Some of the teachers did field work in the Galapagos Islands and in Kenya.

The fellows will be selected by the Educational Testing Service and the G.T.E. Foundation. Applications are available from the G.T.E. Gift Program, Box 2913, Princeton, N. J. 08541. The deadline for this summer's program is Feb. 29. —C.E.

Home Law Argued

The Maryland State Board of Education last week conducted hearings on a proposed bylaw to state education statutes that would allow school superintendents to waive college-graduation and teacher-certification requirements for parents who wish to teach their children at home.

The hearing was the result of growing concern among superintendents who have sought guidance on monitoring home-education programs, said a spokesman for the state's department of education.

The spokeman described the current compulsory attendance law as "vague." It says only that a child "shall attend a pubic school . . . unless receiving [other] regular, thorough instruction."

The bylaw—the second such measure to be considered in two years—would waive college-graduation and teacher-certification requirements entirely "if justified" the applicant's previous teaching experience or other qualifications.

WHAT THEY ARE SAYING ABOUT

HIGH SCHOOLS

The widely acclaimed PBS Special based on *High School,* The Carnegie Foundation for the Advancement of Teaching's report on secondary education in America written by Ernest L. Boyer.

"The cameras capture timeless high school tableaux: the homeroom roundup, the parent conference, the student vainly explaining the reason for arriving late before class. There also are glimpses of . . . the teachers speaking candidly about why their profession has become so forlorn and the students resisting most efforts to make them think. . . . Yet there's also hope. . . . *High Schools* is an absorbing hour." USA TODAY.

"Carnegie provides some specific common-sense suggestions about what to do to make the high schools better. One of the things that will make them better is an informed public. And that's where shows like *High Schools* prove their worth." Ann Hodges, HOUSTON CHRONICLE.

"This documentary should reach a far wider audience. . . . The view is unsettling but it should help broaden public sympathy and support for teachers and their often unwilling charges." Chris Connell, ASSOCIATED PRESS.

"'The public high school is where the battle for the future of America will be won or lost,' says Ernest L. Boyer, President of the Carnegie Foundation. A good way to start winning the battle is to watch this excellent program and renew your commitment to improving our schools." Kay Gardella, NEW YORK DAILY NEWS.

". . . both captivating and provocative." Eric Mink, ST. LOUIS POST DISPATCH.

". . . anyone even remotely interested in the future of public education should see this film. . . . Its message, clearly intended, is that our high schools are not beyond redemption." John Corry, NEW YORK TIMES.

HIGH SCHOOLS on film and on videocassette, is now available for purchase or rent (film only) for use in meetings of teachers and education staff members and interested citizens' groups.

The Carnegie Foundation for the Advancement of Teaching
5 Ivy Lane, Princeton, New Jersey 08540

ORDER FORM: Amount enclosed (orders should be prepaid) ________

For Purchase of:

Copies	Item
________	16mm film, @ $450.00
________	3/4" video cassette @ $85.00
________	1/2" VHS video cassette @ $85.00
________	1/2" Beta video cassette @ $85.00

FOR RENTAL of 16 mm film (video cassettes are not available for rental) ________ at $150.00

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E.D. Slated for Budget Increase

Continued from Page 1

menting teacher-incentive concepts.

The budget also earmarks $2.8 billion for Guaranteed Student Loans, an increase from the current level of $2.25 billion. This apparently sharp increase reflects a carry-over of G.S.L. funds that were not spent in fiscal 1984. Department officials said that they expect loan volume to increase during the upcoming year.

The Administration also proposes, however, a reduction of $332 million in its student-financial-assistance program, from $3.98 billion in the current fiscal year to $3.65 billion.

In particular, it recommends the elimination of the $161-million federal "capital contribution" to the National Direct Student Loan program, the elimination of the $375-million supplemental-grants program, no change from the fiscal 1984 level of funding of $2.8 billion for the Pell Grant program, and an increase of $295 million in the federal work-study program.

The Administration proposes that students make a "self-help" contribution of either $500 or 40 percent of the cost of their tuition, whichever is greater, to be eligible for federal college grants. It would also raise the maximum amount of a Pell Grant award from $1,800 to $3,000 and require middle-income parents to contribute a higher proportion of their annual earnings to the education of their children.

Similar Administration proposals were rejected by the Congress last year.

Chapter 1, the major compensatory-education program, would be funded again at its current level of $3.48 billion under the Administration's proposal.

In the message accompanying the proposed budget, Secretary Bell states that "we will continue to push for an optional voucher program under Chapter 1 to expand opportunities for parents of educationally deprived children to choose the schools that best meet their needs."

Last year, the Administration asked the Congress to enact legislation giving state and local education agencies the option of distributing Chapter 1 funds under a voucher scheme. Under that proposal, parents of disadvantaged students would be allowed to use their Chapter 1 voucher to pay for their children's education in either a public or a private school. The legislation was not reported out of committee.

Secretary Bell also announced in his message that the National Center for Educational Statistics will collect new data on teacher incentives, qualifications of teachers currently in the workforce, and high-school curricula.

Noting the importance of research to educational reform, the Administration recommends increasing the budget of the National Institute of Education, the department's research arm, from $48 million to $54 million to study such topics as new ways for schools to use computers, factors that attract highly qualified students to teaching careers, and studies on experimental teacher-pay plans. Last year, the Administration successfully pressed a reduction in the agency's budget from $55 million to $48 million.

Grants to the states for programs to educate and rehabilitate the handicapped would also be funded at their current levels, $1.07 billion and $1 billion, respectively.

The Administration also recommends that the appropriation for bilingual-education programs be reduced from $169.1 million to $139.24 million. The $30-million decrease reflects a disagreement between the Congress and the Administration over a new program to aid school districts enrolling a high percentage of immigrant children who do not speak English. The Administration contends that although the Congress appropriated funds for the program, it never officially authorized it and thus the department is legally obligated to withhold the money from the school districts.

Indian-education programs would be funded at their current level of $68.78 million.

Category 'A' impact-aid payments—those for school systems that educate student whose parents live and work on federal installations—would be increased from $457 million to $476 million.

The Administration, however, requests the elimination of Category 'B' payments—those for school systems in which the students' parents live or work on federal installations. Currently, the program receives $77.5 million.

In an apparent shift in policy, the Administration repeats its initial request of last year for a $50-million program to upgrade the quality of mathematics and science instruction.

The Congress is currently considering legislation that would provide between $400 million and $425 million for such a program. Last July, Congressional sources reported that Office of Management and Budget officials "could live with a figure" in the $400-million range.

In its previous three budget requests to the Congress, the Administration proposed the inclusion of vocational- and adult-education programs into new block grants to states at significantly reduced funding—a concept rejected by the Congress. In its fiscal 1985 request, the Administration recommends retaining a separate adult-education program with funding of $100 million and proposes a vocational-education block grant funded at $731 million.

The Administration also proposes the elimination of all federally funded library programs and some other categorical programs such as the Women's Educational Equity Act Program ($5.7 million), desegregation aid provided under Title IV of the Civil Rights Act of 1964 ($24 million), and the compensatory Follow Through program ($14.8 million).

In addition, the Administration requests that the budget for the office for civil rights be reduced from $49 million to $42 million. It also calls for a reduction in the number of employees in the Education Department to 4,979, a level 33 percent below that of January 1981.

Total spending for education in the United States during the 1982-83 school was $215.4 billion, with federal funds making up 6.8 percent of the total spent on elementary and secondary education, according to the National Center for Educational Statistics, which estimates that total spending for education in the country during the 1983-84 school year will total $230 billion.

Tom Mirga contributed to this report.

DATABANK

Proposed 1985 Budget for Education

The Reagan Administration's budget for the fiscal year 1985 calls for a $15.5-billion appropriation for the Education Department, a $100-million increase from the agency's current level of funding. The proposal would allocate 48 percent of the total budget to elementary and secondary education, 42 percent to postsecondary education, and 10 percent to other programs.

	1983 Appropriation	1984 Appropriation	1984 Revised Request	1985 President's Budget
	(in thousands)			
COMPENSATORY EDUCATION FOR THE DISADVANTAGED				
Grants for the Disadvantaged (Chapter 1):				
Grants to local education agencies	$2,727,588	$3,003,680	$3,003,680	$3,034,519
State agency programs:				
Migrants	255,744	258,024	258,024	229,626
Handicapped	146,520	146,520	146,520	145,520
Neglected and delinquent	32,616	32,616	32,616	32,616
State administration	33,180	34,414	34,414	30,973
Evaluation and studies	4,746	4,746	4,746	5,746
Subtotal, Chapter 1	**3,200,394**	**3,480,000**	**3,430,000**	**3,480,000**
Migrant education:				
High School equivalency program	6,300	6,300	6,300	—
College assistance migrant program	1,200	1,200	1,200	—
TOTAL, Compensatory education programs	**3,207,894**	**3,487,500**	**3,487,500**	**3,487,500**
SPECIAL PROGRAMS				
Improving school programs (Chapter 2):				
State block grants	450,655	450,655	450,655	685,655
Secretary's discretionary fund:				
Inexpensive book distribution (including RIF)	5,850	6,500	6,500	6,500
Arts in education	2,025	2,125	2,125	2,125
Alcohol and drug abuse education	2,850	2,850	2,850	3,000
Other discretionary funds	18,040	17,290	17,290	31,599
Subtotal	**28,765**	**28,765**	**28,765**	**43,224**
Subtotal, Chapter 2	**479,420**	**479,420**	**479,420**	**728,879**
Other Special Programs				
Women's educational equity	5,760	5,760	5,760	—
Follow through (Follow Through Act)	19,440	14,767	14,767	—
Training and advisory services (Civil Rights IVA)	24,000	24,000	24,000	—
Territorial assistance:				
General aid to the Virgin Islands	1,920	1,920	1,920	—
Teacher training	960	1,000	1,000	—
Ellender fellowships	3,000	1,000	1,000	—
Science and mathematics education (proposed)	—	—	50,000	50,000
Chicago desegregation activities	—	—[1]	—[1]	—
TOTAL, special programs	**534,500**	**527,867**	577,867	778,879
IMPACT AID				
Maintenance and operations:				
Payments for 'a' children	390,161	457,500	457,500	476,630
Payments for 'b' children	45,039	77,500	77,500	—
Special provisions (Section 2)	15,000	20,000	20,000	20,000
Subtotal, maintenance and operations	**450,200**	**555,000**	**555,000**	**496,630**
Disaster assistance	10,000	10,000	10,000	10,000
Construction	80,000	20,000	20,000	—
TOTAL	**540,200**	**585,000**	**585,000**	**506,630**
INDIAN EDUCATION				
Payments to LEA's and non-LEA's	48,465	50,900	50,900	51,350
Special projects for Indian students	12,600	12,000	12,000	12,000
Special projects for Indian adults	5,531	3,000	3,000	3,000
Program administration:				
Salaries and expenses	2,409	2,700	2,700	2,200
National advisory council	180	180	180	230
Subtotal, program administration	**2,589**	**2,880**	**2,880**	**2,430**
TOTAL, Indian education	**69,185**	**68,780**	**68,780**	**68,780**
BILINGUAL EDUCATION				
Grants to school districts	84,126	89,567	89,567	100,459
Desegregation grants	2,400	—	—	—
Training grants	31,288	32,610	32,610	25,000
Support services	16,340[2]	13,320[2]	13,320[2]	10,100
Bilingual vocational training	3,686	3,686[3]	3,686[3]	3,686
Emergency immigrant education	—	30,000[3]	30,000[3]	—
TOTAL	**137,840**	**169,183**	**169,183**	**139,245**
EDUCATION FOR THE HANDICAPPED				
State grants:				
State grant program	1,017,900	1,068,875	1,068,875	1,068,875
Preschool incentive grants	25,000	26,330	26,330	26,330
Subtotal	**1,042,900**	**1,095,205**	**1,095,205**	**1,095,205**
Special purpose funds:				
Deaf-blind centers	15,360	15,000	15,000	12,000
Severely handicapped projects	2,880	4,000	4,000	4,000
Early childhood education	16,800	21,100	21,100	21,100

	1983 Appropriation	1984 Appropriation	1984 Revised Request	1985 President's Budget
	(in thousands)			
Secondary education and transitional services for handicapped youth	—	6,000	6,000	6,000
Postsecondary programs	2,832	5,000	5,000	5,000
Innovation and development	12,000	15,000	15,000	12,000
Media services and captioned films	12,000	14,000	14,000	14,000
Regional resource centers	4,130	4,500	4,500	4,500
Recruitment and information	720	1,000	1,000	1,000
Special-education personnel development	49,300	55,540	55,540	37,640
Special studies	435[2]	3,070[2]	3,070[2]	2,000
Subtotal	**116,457**	**144,210**	**144,210**	**119,240**
Architectural barriers removal	40,000	—	—	—
TOTAL, education for the handicapped	**1,199,357**	**1,239,415**	**1,239,415**	**1,214,445**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH				
Rehabilitative services:				
Basic state grants	943,900	1,003,900	1,003,900	1,003,900
Service projects	31,094	37,600	37,600	31,200
Independent living	19,400	19,400	19,400	21,000
Training	19,200	22,000	22,000	5,000
Subtotal	**1,013,594**	**1,082,900**	**1,082,900**	**1,061,100**
National Institute for Handicapped Research	31,560	36,000	36,000	30,060
National Council on the Handicapped[4]	—	—	—	—
Evaluation	—	2,000	2,000	500
TOTAL	**1,045,154[2]**	**1,120,900[2]**	**1,120,900[2]**	**1,091,660**
VOCATIONAL AND ADULT EDUCATION				
Vocational education consolidation (proposed legislation)	—	—	—	731,314
Vocational education:				
Basic grants	558,155	566,969	566,969	—
Program improvement and support services	99,590	99,590	99,590	—
Programs of national significance	7,678	8,178	8,178	—
Special programs for the disadvantaged	14,356	14,356	14,356	—
Consumer and homemaking education	31,633	31,633	31,633	—
State advisory councils	6,500	7,000	7,000	—
State planning	3,588	3,588	3,588	—
Permanent appropriation	7,161	7,161	7,161	7,161
Subtotal, vocational education	**728,661**	**738,475**	**738,475**	**738,475**
Adult education grants to states	95,000	100,000	100,000	100,000
TOTAL	**823,661**	**838,475**	**838,475**	**838,475**
STUDENT FINANCIAL ASSISTANCE				
Pell self-help grants	2,419,040	2,800,000	2,800,000	2,800,000
Supplemental grants	355,400	375,000[6]	375,000[6]	—[7]
Work study cooperative education (proposed)	590,000	555,000[5]	550,000[5]	850,000
Direct loans:				
Federal capital contribution	178,560	161,060	161,060	—
Teacher cancellations	14,800	19,800	19,800	4,000
Subtotal, direct loans	**193,360**	**180,860**	**180,860**	**4,000**
State student incentive grants	60,000	76,000	76,000	—
TOTAL, student financial assistance	**3,617,800**	**3,986,860**	**3,986,860**	**3,654,000**
GUARANTEED STUDENT LOANS				
TOTAL, guaranteed student loan program	**3,090,000**	**2,255,240[2]**	**2,255,240[2]**	**2,840,677**
EDUCATIONAL RESEARCH AND STATISTICS				
National Institute of Education	55,614	48,231	48,231	54,231
National Center for Education Statistics	8,589	8,747	8,747	8,747
TOTAL	**64,203**	**56,978**	**56,978**	**62,978**
LIBRARIES				
Public library services	60,000	65,000	65,000	—
Interlibrary cooperation	11,520	15,000	15,000	—
College library resources	1,920	—	—	—
Training and demonstrations				
Library career training	640	640	640	—
Library research and demonstrations	240	240	240	—
Subtotal	**880**	**880**	**880**	—
Research libraries	6,000	6,000	6,000	—
Public-library construction	50,000	—	—	—
TOTAL	**130,320**	**86,880**	**86,880**	—
DEPARTMENTAL MANAGEMENT				
Salaries and Expenses				
Program administration	232,955[2]	231,972[2]	234,178[2]	243,505
Civil rights	44,868	49,396	49,396	42,633
Inspector General	12,840	12,989	14,961	15,312
Total	**290,663**	**294,357**	**298,535[8]**	**301,450**
TOTAL, DEPARTMENT OF EDUCATION[9]	**15,422,286**	**15,379,480**	**15,433,656**	**15,484,949**

FOOTNOTES:

[1] $20 million from unobligated balances in the Guaranteed Student Loan account are available for this activity. This is not new budget authority, and therefore is not included in the total for this account.

[2] Adjusted for comparability. The program-administration line item under departmental management includes $10.95 million in 1983 and $1.97 million in 1984 for activities transfered to it in 1985 from bilingual education, education for the handicapped, rehabilitation services and handicapped research, and guaranteed student loans. In 1983 the amount includes $10.5 million for student-loan collectors, $145,000 for data-processing services, and $310 thousand for advisory councils. In 1984, the amount includes $1.26 million for student-loan collectors, $95,000 for data-processing services, and $617,000 for advisory councils.

[3] Because this program lacks authorizing legislation, funds are not available for obligation.

[4] Funds transferred to salaries and expenses.

[5] Includes $5 million appropriated under higher education for work-study. This amount is proposed for transfer to student financial assistance by a language supplemental.

[6] Includes $5 million appropriated under higher education for supplemental grants. This amount is proposed for transfer to student financial assistance by a language supplemental.

[7] Authority is requested to allow institutions to transfer up to 50 percent of their work-study allocation to the supplemental-grant program.

[8] Includes $4.18 million which will be obtained from unobligated balances. $2,206 will be used for program administration, and $1,972 for the inspector general.

[9] Note: Because some higher-education and other Education Department programs have been omitted, totals do not exactly reflect the line items in this table.

Source: U.S. Education Department

Change in Civil-Rights Law Eyed

Continued from Page 1

pline task force and who testified with Mr. Regnery on behalf of the Administration.

A report from the Justice Department on whether pursuing legislation to change section 1983 is advisable is expected "soon," Mr. Regnery said.

Albert Shanker, president of the American Federation of Teachers, disagreed with Mr. Bauer on the efficacy of the legal strategy, saying, "I don't know any teachers who are afraid to discipline students because they could be held liable."

A greater problem, he said, is the frustration of taking a student who has committed a criminal act in school through the juvenile-justice system, only to have the judge send the student right back to school.

"We do have a hard time getting teachers to press charges," Mr. Shanker told the subcommittee, "but it's because they know what's going to happen in the end."

House Hearings

In two days of testimony before the House Subcommittee on Elementary, Secondary, and Vocational Education, other educators said they agreed that discipline is a major problem, but they contended that the recently issued report of the Administration task force, "Disorder in Our Public Schools," did not present an accurate picture of the situation.

Gary D. Gottfredson, director of The Johns Hopkins University's program on delinquency and school environments, labeled "misleading" the "notion that school disorder is an acute crisis."

"The best available evidence suggests no recent dramatic increases or decreases in disorder in schools," said Mr. Gottfredson, who is working on a national discipline study involving 600 schools, "nor does it suggest dramatic increases or decreases in serious juvenile crime."

What the most recent data do indicate, he told members of the subcommittee, "is that we have some chronic disciplinary problems in many schools."

Educators also criticized both the President and his task force's report for not making a clear distinction between school violence and unruly and disruptive behavior.

"Whenever school violence is discussed," said William W. Wayson, professor of educational policy and leadership at The Ohio State University, "you can count on someone's confusing violence and safety with discipline problems. As a matter of fact, they are different problems, and melding them confounds the issues and reduces the probability of curbing either."

Representative William F. Goodling, Republican of Pennsylvania and the subcommittee's ranking minority member, told witnesses he did not think the issue at hand was the quality of the President's report.

"I think we have to be careful about the business of using statistics," Representative Goodling said. "It becomes confusing to us and the public." He added that since everyone seemed to agree that discipline was a problem, "let's get rid of the statistics and work on the problem."

"I recommend that the Administration and Congress give a high priority to those legislative programs that assist schools with large populations of minorities, disadvantaged, and handicapped students," said Jack Isch, administrative assistant to the superintendent of the Oklahoma City Public Schools.

"Additional support for such programs as Chapter I, vocational education, and E.S.A.A. [the Emergency School Aid Act, a program to assist desegregation efforts that was folded into the Chapter 2 education block-grants program in 1981] will assist school districts in achieving the desired excellence in education expressed by the Administration," Mr. Isch said.

Mary H. Futrell, president of the National Education Association, outlined a four-point plan for subcommittee members, including a recommendation that they support the proposed American defense education act, which was reintroduced in the House this month by Representative Carl D. Perkins, Democrat of Kentucky and chairman of the subcommittee. The bill would provide federal funds to school districts through a formula based on states' per-pupil expenditures.

"The support services in our schools need to be bolstered," Ms. Futrell said. "The American defense education act would help local school districts strengthen their professional counseling efforts."

Mr. Bauer said the Administration did not consider discipline to be a "dollar and cents" issue.

The President is hoping that by focusing national attention on the problem, he will encourage states and local groups to seek solutions, Mr. Bauer said. That strategy was successful following the release of report by the National Commission on Excellence in Education last spring, Mr. Bauer contended, pointing out that 45 states are working on reform legislation.

U.S. Intervention Unlikely in *T.L.O.*

WASHINGTON—Justice Department officials said last week that they would not seek to intervene in a lawsuit now before the Supreme Court involving evidence seized in school-discipline proceedings, despite an Administration request that the department file a friend-of-the-court brief in the case.

The lawsuit, *State of New Jersey v. T.L.O.*, centers on whether information gained during disciplinary proceedings is admissible evidence in later juvenile-court proceedings.

The New Jersey Supreme Court ruled last August that evidence obtained by an administrator at Piscataway High School who searched a student's purse could not be used against the student in a court of law.

The Supreme Court has agreed to hear the case but has not yet scheduled oral arguments.

– Kay Oberly, assistant to Solicitor General Rex E. Lee, said she recommended that the Justice Department not file a brief because the outcome would not affect school officials' ability to discipline students. School discipline "is not really an issue in this case," she said.

Ms. Oberly added that Administration officials working on the President's discipline initiative asked the Justice Department to file the brief only a few days before the Supreme Court's Jan. 12 deadline for filing briefs related to the T.L.O. case, and that meeting the deadline was not "feasible." —C.C.

D84 R4800-2A

SPECIAL STUDENTS

In what may be an influential decision, a federal appeals court has ruled that California cannot use I.Q. tests to evaluate black students for assignment to special-education classes for the educable mentally retarded.

See Page 5.

PREGNANT STUDENTS

Schools are not meeting the special needs of pregnant students and are violating their federally guaranteed educational rights, educators were told at a meeting sponsored by the chief state school officers and the state boards of education.

See Page 7.

COLLEGE STUDENTS

An annual survey of college freshmen reveals that they think grading is too easy, are slightly less conservative politically this year, and are more concerned with being "very well off financially" than their predecessors have been.

See Pages 8 and 21.

EDUCATION WEEK

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SCOTT THODE/U.S.NEWS & WORLD REPORT

Law and Policy in the Lau *Era*

The Emerging Politics of Language

"In a national context of court decisions creating the impetus for social change, it was a milestone in the history of the development of bilingual education," says Anthony J. Alvarado, superintendent of schools in New York City, of the U.S. Supreme Court's January 1974 decision in Lau v. Nichols. *The following reports, the last in a series, examine the emergence of federal bilingual-education policies in the* Lau *era and the political and pedagogical debates they generated.*

By Thomas Toch

Ten years ago, in early February 1974, Frank C. Carlucci, Undersecretary of Health, Education, and Welfare, called several colleagues and their aides to a meeting in his Washington office to discuss the Nixon Administration's response to the U. S. Supreme Court's ruling a few weeks earlier in the *Lau* v. *Nichols* case.

The Court had held, in a case that received only a one-sentence mention in *The New York Times* and was ignored by most other newspapers, that the San Francisco school system was violating the civil rights of many of its Chinese-speaking students by not helping them overcome language barriers that denied them equal educational opportunity.

See related stories on pages 13 and 18.

By all accounts, it was not a contentious meeting.

The principal participants—Mr. Carlucci, William H. Taft 4th, executive assistant to H.E.W. Secretary Caspar W. Weinberger, William A. Morrill, assistant secretary for planning and evaluation, and Martin H.

Continued on Page 12

E.D. Says Limits On Chapter 2 Funds Will Be Flexible

By Tom Mirga

Washington—School officials who elect to use funds from their Chapter 2 education block grants to finance reforms such as merit-pay or master-teacher plans need not worry about future audit exceptions, Education Department officials said last week during a briefing on the agency's proposed fiscal 1985 budget.

"Local officials are basically free to use their block-grant money for anything that results in educational improvement, with the exception of construction," said Undersecretary of Education Gary L. Jones following the meeting at which the department's $15.48-billion budget request was described in detail for the press. School districts must also abide by federal rules requiring them to use federal grants to "supplement, and not supplant" state and local funds, other deparment officials added.

When asked whether Chapter 2 funds could be used to pay teachers' salaries, Mr. Jones said, "On an experimental basis, yes."

In its proposed budget, the Administration requests that the Chapter 2 appropriation be increased by approximately 50 percent—from $479 million to $729 million. *(See Education Week, Feb. 1, 1984.)* The

Continued on Page 11

E.P.A. Cited for Failure To Stress Asbestos Hazard

By Susan Walton

Washington—The Environmental Protection Agency, by failing to place a high priority on the problem of asbestos in schools, is to blame for the low level of public awareness of the hazards of the substance and the consequent failure of many local school officials to act promptly upon identifying problems, an agency management team has concluded.

The group's report recommends that top E.P.A. officials deliver a strong public message on the importance of inspecting for and controlling asbestos in the schools.

But the first step, the report contends, should be to establish a strategy to provide school officials with information on health risks, control methods, costs and benefits, and notification standards.

The report, a copy of which was made available to *Education Week*, argues that the problems result from E.P.A.'s "reluctance in the past to give the [asbestos-in-the-schools] program a high priority."

"E.P.A.'s message that asbestos exposure is hazardous and that the asbestos in the schools rule must be taken seriously has not been clearly transmitted to most of the [local education agency] officials nor to most of the general public," the report states. "In the majority of noncompliance cases, school officials have been uncertain as to what is required of them under the rule and lacking in appreciation for the potential hazards of exposure."

The report recommends also that the agency should "accurately assess the need for funding of abatement activities."

"While our study found no clear need for funding at this time, this could be due in part to the lack of public understanding of the hazard," the authors write. "Consideration should first be given to defining when an imminent hazard exists in a school so that L.E.A.'s which find themselves in such a situation and which are also lacking in funds are provided a mechanism with which to take immediate action."

Congressional observers suggested last week that the intent of the report was to impress upon E.P.A. Administrator William Ruckleshaus and his deputies the need for a strong agency strategy aimed at controlling asbestos in the schools.

In the schools, the report states, the low levels of awareness have been translated into a failure to comply with an E.P.A. rule that required them to inspect for friable, or crumbling asbestos, and notify parents and staff members by June 28, 1983, if friable asbestos was found.

The rule contains no requirement for removing the asbestos but is based on the

Continued on Page 11

Ky. Governor Pushes for Reform, New Taxes

By Richard Wilson
Special to Education Week

Frankfort, Ky.—Gov. Martha Layne Collins, a former schoolteacher who pledged during her campaign not to raise taxes, has asked Kentucky's General Assembly to approve a sweeping education-reform package and to pay for it with more than $200 million in new taxes.

The package, outlined in the Governor's Jan. 26 budget address, includes mandatory kindergarten attendance, grade-by-grade testing of students' basic skills and remedial help to improve them, a career ladder for teachers, and authority for the state to take over persistently substandard school districts.

Ms. Collins, currently the nation's only woman governor, told lawmakers earlier last month during the legislative session's opening days that there was little chance that "vast sums" of new money for education would be sought in her 1984-86 budget.

But after finding that new revenue would be necessary just to balance the two-year budget, she decided to proceed with the proposed school reform she had been expected to delay until a special legislative session next year.

Continued on Page 23

IN SUMMARY

An Important Decision
A federal court has ruled that California may not use I.Q. tests to classify pupils as educable mentally retarded. **Story on Page 5.**

The Art of Compromise
The Tennessee teachers' union has ended its opposition to the governor's merit-pay plan. **Story on Page 6.**

Raising Standards in New Jersey
A state task force has called for a return to traditional mathematics and English curricula and rigorous testing. **Story on Page 6.**

A Charge of Unfairness
Illinois school authorities have filed suit to limit the power of a federal audit appeal board. **Story on Page 6.**

Teen-Age Pregnancy
Schools are violating the "educational rights" of pregnant students, educators are told at a meeting. **Story on Page 7.**

Promoting the Partnership
Businesses, some of their leaders say, should support innovation rather than the routine activities of schools. **Story on Page 8.**

'Voodoo' Reasoning?
Testing officials tell the Congress that the Education Department misused test results in its ranking of states. **Story on Page 10.**

Bilingual Education
After a decade, the pedagogical and political debates fueled by the *Lau* decision continue. **Stories on Pages 13, 17, and 18.**

Commentary ....25 and 28
Databank 21
Federal File 10
Hearings 10
Letters 25
Marketplace 26
Models Column 24
New Bills 10
Vocational Column 23
Washington News 10

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THE WEEK

NATIONAL

Panel To Examine Effects of Reform On Needy Students

The National Coalition of Advocates for Students, a network of 15 groups with an interest in the educational welfare of children, has established a "board of inquiry" to examine how the recent proposals for educational reform will affect poor, minority, and handicapped students.

The investigative panel, which will be co-chaired by Harold Howe 2nd, former U. S. commissioner of education, and Marian Wright Edelman, president of the Children's Defense Fund, will conduct public hearings in eight cities throughout the country during the next four months.

In announcing the panel's formation, Stephen R. Bing, the council's chairman and the executive director of the Massachusetts Advocacy Center, said the board of inquiry will "bring the view of parents and students—those who are most affected by the changes in education policy—into the current debate over schools."

"There is a disturbing tendency in many of the reports and resulting discussions to assume that quick and simple solutions will restore excellence to the schools," Mr. Bing said. "We are especially concerned that the recommendations take into account those students whose participation in the mainstream of American education has only been recently won."

"Minority, poor, and handicapped students are already in danger of being relegated to low-skilled, low-paying jobs," Mr. Bing said. "Suggestions for broad educational reform fail to address this issue, and in fact, may make things worse."

Salary Increases For Principals Lowest in Years

A national survey conducted by the Educational Research Service has found that salaries of principals and assistant principals at all levels rose this year between 2.9 percent and 5.4 percent—the lowest one-year increase since the organization started compiling the statistics 10 years ago.

Three years ago, N.A.S.S.P. reports, the salary survey showed peak percentage increases for the 10-year period, with principals' raises averaging between 9.2 percent and 12 percent. Last year, however, the Educational Research Service survey found that the percentage increases had dropped to between 5.4 percent and 7.6 percent.

Elementary-school principals experienced both the lowest and highest average salary increases of all major groups in the study. Elementary-school principals in districts with 10,000 to 25,000 students received the largest percentage increase—5.4 percent, to an average salary of $37,975; those in systems with more than 25,000 students received the smallest percentage increase—3.7 percent, to an average salary of $38,844.

The research group, which is supported by education organizations, found that elementary principals from districts of all sizes received an average salary increase of 5.1 percent.

High-school and junior-high-school principals from districts of all sizes received increases of 4.5 and 4.7 percent, respectively. Their current average salaries range, the survey found, from $44,340 for high-school principals in systems of 25,000 or more students, to $40,082 for junior-high or middle-school principals in systems of between 10,000 and 25,000 students.

Paul W. Hersey, director of professional assistance for the National Association of Secondary School Principals, said the record-low increase comes at a time when salaries in business are increasing rapidly, a situation that poses problems for retention of principals. "The [salary] differential is definitely getting bigger," he said.

Scott D. Thomson, executive director of the association, said 10 percent of all principals leave the profession annually—about three-quarters of them for private business.

STATES

Selective Service Plans School Visits To Boost Registration

In states with low draft-registration compliance, Selective Service officials are stepping up their efforts to visit high schools to inform students about the legal aspects of registration and, possibly, to boost compliance.

In California, which ranked 51st among states and territories in compliance, the officials have expanded their program to include a curriculum guide that can be used by teachers in civics or government classes, according to Barbara J. McConaghy, regional registration manager of the Selective Service in San Franciso.

The guide tells students how nonregistration can affect them in such areas as college financial aid and job training. "There are more things that registration affects, especially with a high-school student getting ready to graduate," Ms. McConaghy said. "We want to make sure that we do everything to make them aware so they know that there is an obligation there and they might be delayed later on in something they want to do."

In addition, the San Francisco office is preparing pamphlets and posters in Spanish to reach the state's Hispanic population. Information in Asian languages will also be distributed to the area's Asian immigrants. "A lot of them aren't aware that they're required to register if they stay in the country," Ms. McConaghy said.

Speakers who visit the schools will give students the opportunity to register without having to go to a post office.

Similar educational programs are planned in Guam, Hawaii, Chicago, and New York City, which have ranked the lowest in compliance.

Louisiana Board Sets Requirements For Graduation

The Louisiana Board of Elementary and Secondary Education has approved a new set of high-school graduation requirements that includes an exit test and a set of courses that resemble those proposed by the National Commission on Excellence in Education.

The new requirements, approved last week, will go into effect for students who enter the 9th grade in the 1984-85 school year. Those students will be required to pass the exit test in the 11th grade.

The course requirements include four units of English, three units of mathematics (including algebra I and II and geometry), three units of social studies (including civics, American history, and world history), and three units of science (including biology and chemistry.)

The board approved the measure in a 6-to-4 vote, and at the same time rejected a proposal put together by a coalition of business leaders and teachers, together with Gov.-elect Edwin W. Edwards and Thomas Clausen, the state superintendent of education. That proposal would have eliminated some of the specific course requirements and allowed a less stringent English course for the fourth unit, according to Tom Aswell, a public-information officer with the state department of education.

Members of that coalition argued that it was unrealistic to expect all students to pass the required courses. By enacting such high standards, they argued, the board was asking for a dramatic increase in the dropout rate. They also pointed out that the need to accommodate those students would result in a watered-down curriculum that would do a disservice to college-bound pupils.

The board's decision to approve the standards despite the coalition's opposition may provoke the wrath of

Businesses Urged To Focus School Involvement on Special Projects

By Charlie Euchner

Washington—Private businesses should encourage educators to start "cutting-edge" projects that school districts normally do not attempt because of bureaucratic inertia, but they should never attempt to play a major role in the financing or operation of schools, said speakers at a recent meeting convened here by the Conference Board, an international organization of business leaders.

Taking what she called the "heretical" position that "the recent talk about business-school cooperation is simply another chapter in tinkering with schools," a Pillsbury Company executive said businesses should get involved with schools only when they can derive a direct benefit.

Terry T. Saario, Pillsbury's vice president for community relations, said corporations devote so few resources to school contributions that businesses should target their contributions to two or three projects and "stick with them."

Ronald K. Speed, director of corporate community responsibility at Honeywell Inc., said interest in business involvement in schools and other government services "took a turn" around 1980 because the public agencies "needed a more strategic approach." That suggests, he said, that businesses should work on projects schools have not been successful in addressing, such as student violence, desegregation, and community service.

Mr. Speed noted that corporate gifts to education were shifting from higher education to the precollegiate sector. Others, however, pointed out that the businesses provide, at the most, only about 2 percent of schools' annual budgets.

Ms. Saario cited the education projects of the Standard Oil Company (Ohio), where she held a similar position until three months ago, as a model of the limits that businesses should place on their involvement with schools. All of SOHIO's projects, she said, serve their own interests as well as those of schools. The corporation has concentrated on three areas—urban economic development, energy and resources policy, and mathematics and science education. SOHIO did not divert money to projects that would not ultimately help the company, she said.

Student Awards

Frank Newman, a presidential fellow at the Carnegie Foundation for the Advancement of Teaching, said businesses should promote projects that "jar [students] out of their boredom" rather than those that support the school's existing routine. An example of the latter, he said, is the establishment of awards for students who earn a certain grade-point average.

"What an institution needs is not a blind supporter [of the routines], but someone who will offer intense, constructive [alternatives]," he said.

Mr. Newman also said businesses should develop college-recruitment and hiring practices and internship programs that are consistent with the company's most sophisticated needs. He said schools often offer courses with minimal attention to "critical-thinking skills" because school officials think businesses are interested in only entry-level job preparation. But in fact, he said, businesses need young employees who can reason well enough to advance into more responsible positions.

Ms. Saario and other speakers suggested that businesses would encounter resentment from schools if they attempted to get involved in curriculum development or if they led school officials to expect them to play an increasing role in funding of education, a development she suggested was not likely.

Edward F. Truschke, the vice president and executive director of the BankAmerica Foundation, warned, on the other hand, that businesses could "be co-opted into thinking we have a major role" in financing and running schools. Limiting involvement, he said, will require "a difficult, politically sensitive effort" by business leaders.

The speakers praised the proposals of Theodore Kolderie, a researcher at the Hubert Humphrey Institute at the University of Minnesota, who has criticized businesses that contribute to school programs that "are supportive of the present system." Most business-school initiatives "are coming in ways that are enormously supportive of the current [school] setup, with the 'adopt-a-school' and the partnership vehicles," Mr. Kolderie said in an interview. If businesses want to get involved in education, they should devise programs that break down schools' bureaucratic resistance to change, he said.

College Freshmen Call High School 'Too Easy'

Growing Interest in Affluence Also Found

By Susan Walton

Indicating agreement with the national movement to raise educational standards, increasing numbers of college freshmen say that "grading in the high schools has become too easy."

In the 18th annual survey of college-bound students, "The American Freshman," researchers at the University of California at Los Angeles Graduate School of Education found that 58.2 percent of the freshmen entering college in the fall of 1983 agreed with that statement, compared with 54.5 percent in the fall of 1982. *(See Databank on page 22.)*

The survey, conducted jointly by U.C.L.A. and the American Council on Education, is based on a statistically adjusted sample of 254,317 freshmen who entered two- and four-year colleges in the fall of 1983.

This year's freshmen are more liberal than their predecessors in some respects and more conservative in others, the findings suggest.

Underlying a variety of political stances, however, is a marked trend toward materialism, the researchers found. The proportion of students interested in being "very well off financially" rose to 69.3 percent in this year's survey—a new high level in the history of the poll—while the proportion interested in "developing a meaningful philosophy of life" dropped to 44.1 percent. In 1967, those figures stood at 43.5 percent and 82.9 percent, respectively.

The class of 1987 is also the third in a row to register the reversal of the "grade inflation" of the 1970's. The percentage of students who had A averages in high school dropped slightly, while the number reporting C averages increased slightly.

This year's survey also found a continuation in students' steadily increasing support of busing for desegregation—from 46.9 percent last year to 50.7 percent this year. "This steady increase in student support for school busing may mean that the more personal experience students have with busing, the more they support it," the researchers note.

Answers to a new question on the survey suggest that many students' experience of integration is confined to school; 20.4 percent attended racially homogeneous schools, while 51 percent lived in neighborhoods that were completely white or nonwhite.

Less Conservative

Politically, the students appear to be slightly less conservative than their predecessors of the last few years. There was a modest increase in the percentage of students who labeled themselves "liberal" or "far left" in their views and a slight decrease in the number who regarded themselves as "conservative" or "far right."

Fewer students supported increased spending for defense, and more favored a national health-care plan and government protection of the environment.

The proportion of students who said they believed that "the activities of married women are best confined to home and family" reached an all-time low of 24.5 percent.

But there was a decline of four percentage points in the number of students who favored the legalization of marijuana—from 29.5 percent last year to 25.7 percent this year. And fewer students—although still a majority—favored increased government involvement in consumer protection and energy conservation.

The survey's findings also reflected the growing impact of computers. Although there was only a slight increase in the number of students who planned to major in computer science, the number who had written a computer program increased from 27.3 percent in 1982 to 37.5 percent this year.

This year's analysis also revealed an unprecedented pattern of income distribution, with fewer students coming from middle-income families. In previous years, the percentage of students from high-income families showed increases and the percentage from low-income families showed declines. This year, there were more high-income families and more low-income families. Alexander Astin, the director of the study, suggested that "it may be that recent economic events have served to redistribute income from the less to the more wealthy."

The survey, "The American Freshman: National Norms for Fall 1983," is available from the Cooperative Institutional Research Program, Graduate School of Education, University of California, Los Angeles, Calif. 90024. The cost, which must be prepaid, is $8.25.

Mo. Home Schooling Rule Rapped

Advocates of home education in Missouri told legislators last month that new guidelines adopted by the state's Division of Family Services discriminate against them.

The guidelines say that when complaints of "educational neglect" are brought to the attention of social-service workers, the family-services agency must relay the matter to a juvenile court "so that a determination can be made as to whether such education is substantially equivalent to that provided locally."

Parents who educate their children at home said at a hearing that the policy assumes they are "guilty before being proven innocent."

State Representative William P. McKenna has introduced a bill, which the education committee will discuss soon, that would shift responsibility for prosecuting cases of educational neglect from the juvenile courts to the civil courts.

The juvenile courts "put the child in the middle" of the debate on home schooling, Mr. McKenna said, when the intent of enforcement legislation is to make parents assure that their child attends school.

Home educators are angered by the new guidelines' provision that the state will not turn a child over to authorities if there is an established curriculum and if the home school is incorporated, said Mr. McKenna.

"But incorporation requires a boys' and a girls' bathroom a blacktop playground [in their homes]," which they cannot afford, Mr. McKenna said. —s.w.

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Law and Policy In the *Lau* Era: The Emerging Politics of Language

Continued from Page 1

Gerry, director of the department's office for civil rights—agreed that in light of the decision, the government must move forcefully on behalf of such language-minority students in other school systems.

The department's office for civil rights had had some previous involvement in the issue. In a memorandum of May 25, 1970, it had told school systems with substantial numbers of non-English-speaking students that they must take "affirmative steps" to rectify their students' language problems or risk violating Title VI of the Civil Rights Act of 1964, which, among other things, prohibits discrimination on the basis of national origin.

Some 18 school systems, mostly in southern Texas, had been sued by the civil-rights unit under the authority of that memo.

During the meeting, at Mr. Gerry's urging and on Mr. Carlucci's authority, the decision was made to have the Nixon Administration, which had argued the winning side in the *Lau* case, launch a nationwide legal offensive against school systems that were mistreating students who didn't speak English, Mr. Morrill and Mr. Gerry recall.

It was going to investigate every school system in the country where non-English-speaking students made up more than 5 percent of enrollments and order those found to have inadequate language programs for those students (some 330) to take corrective action.

The enforcement effort would be focused on Texas, New York, and California—the states with the majority of language-minority students. But its implications, the participants realized, eventually would be felt far beyond those jurisdictions, Mr. Gerry says.

METHODS AND POLICY

Because the Supreme Court was nonprescriptive in *Lau* on the question of what method school systems should use to help students overcome their language problems, the o.c.r. had to provide the answer if it intended to decide whether school systems were, or were not, in compliance with Title VI of the Civil Rights Act.

(The Court had said: "Teaching English to the students of Chinese ancestry who do not speak the language is one choice. Giving instructions to this group in Chinese is another. There may be others.")

The civil-rights officials had three basic options, according to Mr. Gerry. They could make non-compliant school systems teach affected students in their native language, at least until they learned English (broadly defined as the "transitional bilingual" approach); they could require methods that use English as the primary language of instruction ("English-as-a-Second-Language" and "structured immersion" being the chief models); or they could leave school systems to choose their own method.

But, as those familiar with the events in 1974 now say, there was far more at stake than the choice of one pedagogical method over others. The o.c.r. decision would, in effect, constitute a statement of language policy, which had long been a sensitive, emotionally charged issue in the United States, one often intertwined with the broader concepts of personal and cultural identity and allegiance.

To many Hispanic leaders and educators, native-language instruction represented, as one said, a "self-affirmation" of the civil and cultural rights of Hispanics (who make up by far the largest language-minority group) and a "rallying point" for those who had begun to work for the protection of those rights. And it was widely viewed as the soundest pedagogical method to help Hispanic students succeed educationally, a goal highly valued, polls suggest, within the Hispanic community.

It was also, in the view of some proponents, a way of institutionalizing the growing political influence of Hispanics—a constituency that would eventually include some 20,000 teachers, researchers, and advocates, and two million students throughout the nation.

Others, however, characterized the civil-rights agency's involvement in the selection of instructional methods as an inappropriate endorsement of "cultural pluralism" in a nation that they believed had grown strong under the motto *E pluribus unum*—one out of many.

THE RESURRECTION OF BILINGUAL EDUCATION

Bilingual programs existed in scattered areas of the United States long before *Lau* and the developments of the 1970's. In fact, in a recent study of bilingual education, Alex Stein, an education policy consultant, refers to the period since *Lau* as the "resurrection of bilingual education."

"Before the decision, you couldn't really talk about a federal policy [toward minority languages] because one didn't exist," he says. In the absence of national policy, he found intolerance; immigrant students, he writes, were labeled "culturally deprived" or "language handicapped."

The climate toward language minorities began to change with the passage of the Civil Rights Act in 1964 and the growth in the numbers of Americans of Hispanic origin.

After national quotas were eliminated from federal immigration laws in 1965, Latin Americans, especially Mexicans, entered the Southwest in large numbers. Puerto Ricans, already American citizens, were moving in large numbers to Northern cities in the 1960's. And Cuban refugees, beginning in 1959, were transforming the resort city of Miami. The numbers of Hispanics would continue to grow; by 1980, the Census Bureau reported seven times more Spanish-speaking U. S. residents than any of the other language-minority groups.

Their presence created new challenges for schools, Mr. Stein reports: "Given the tradition of segregation and intense pressure to acculturate, there was a very high dropout rate in the Southwest and in New York. Educators began to realize that these students needed special language education, and the first attempt at doing that was English-as-a-second-language. It worked well in some areas, but in many areas people thought that was only a partial solution."

By 1968, under the sponsorship of the Ford Foundation, Miami had successfully experimented with dual-language teaching at the Coral Way School. After the program worked well for the middle-class Cubanos, the National Education Association, the U. S. Commission on Civil Rights, and other groups began promoting bilingual education for poorer Spanish-speaking students in Texas.

A teacher and student in Fairfax County, Va., English-as-a-second-language program, one of the earliest such programs to be approved by federal civil-rights authorities. Virtually all instruction is in English.

CIVIL, EDUCATIONAL GOALS: A CONVERGENCE IN POLICY

Their cause was to be bolstered dramatically by the machinery of the federal government, whose activities on the parallel tracks of civil rights and education-policy-making were beginning to converge.

The Johnson Administration's Elementary and Secondary Education Act of 1965, a package of federal education programs to help disadvantaged students, was amended in 1968 to include provisions for a program of bilingual education aimed at "compensating" for the dual effects of poverty and limited proficiency in English.

The 1968 Act had evolved into Title VII of e.s.e.a. from a bill sponsored by Senator Ralph Yarborough, a Texas Democrat, amid testimony by Hispanic representatives of students being suspended from school for speaking Spanish on the playground, and evidence from researchers of devastating dropout rates and "psychological damage" among non-English-speaking students.

President Lyndon B. Johnson opposed the bill, according to Harold Howe 2nd, who was commissioner of education at the time: "His given reason was that there was already a program in place (Title I) to deal with the problem. In fact, I don't think L.B.J. liked Yarborough very much; he considered him something of a nuisance. Also, he generally took the position that if he didn't think of something, it wasn't a good idea. I felt personally it was a good thing that it passed."

BILINGUAL 'MAGNA CARTA'

Senator Yarborough had limited his bill to Spanish-speaking students, but the legislation signed by the President on Jan. 2, 1968, reflecting compromises with Democratic members of the House of Representatives, authorized aid to all children who were disadvantaged in school because of their inability to speak English.

(The Education Department estimates that school systems are now providing instruction in 112 languages in Title VII programs, but that 80 percent of such classes use Spanish.)

The 1968 law created the first federally funded program of competitive grants to school systems to design and operate "new and imaginative" efforts to help meet the "special educational needs" of students of "limited-English-speaking ability"—those who came from environments where the dominant language was other than English.

Some called it "a Magna Carta" for Hispanic Americans. Others said its passage marked the nation's emergence from a long period—beginning during World War I—of linguistic intolerance.

It provided $7.5 million in grants to 76 school districts in its first year.

The goal of the act, according to 1967 testimony by Senator Yarborough, was "transition to the mainstream of American life." But it did not specify what pedagogical methods should be used to accomplish that end.

In fact, the report that accompanied the Senate bill said: "Such matters are left to the discretion and judgment of the local school districts to encourage both varied approaches to the problem and also special solutions for particular problems of a given school."

1974: BROADER PROVISIONS

But by the time the bill came up for reauthorization in 1974, the interest in local discretion had apparently disappeared. The Bilingual Education Act of 1974—signed that August by Gerald R. Ford, days after he assumed the Presidency relinquished by Richard M. Nixon—had been shaped largely by the staffs of Senators Edward M. Kennedy and Alan Cranston, liberal Democrats with large non-English-speaking constituencies.

In reauthorizing the Bilingual Education Act, the new measure went much further in its endorsement of native-language instruction.

It required school systems receiving Title VII funds to use a dual-language approach and to supplement language instruction with instruction about the students' cultural background. It also abolished the "poverty provision" of the 1968 law, which had limited bilingual programs to economically disadvantaged students.

The appropriation for programs was nearly doubled, from $35 million in fiscal 1973 to $68 million in fiscal 1974, increasing the number of local Title VII efforts that could be funded. A research component and local advisory panels were added. And, as bilingual advocates had urged, the goal of making progress in school was added to that of learning English.

Such an added goal was essential, the advocates said, if the opportunity provided by schools to non-English-speaking students was to be truly equal. The 1974 law institutionalized their contention that the only effective way to keep such students up in their coursework was to teach them in their native language.

People familiar with the events of 10 years ago attribute the expansion of Title VII in 1974 to growing support for the bilingual method of instruction, the inadequacy of the resources provided in the original legislation, and the increasing political sophistication of bilingual-instruction advocates.

"By 1974, bilingual education had a well-organized, vocal constituency and a set of supporters on both sides of the Congress in powerful positions," recalls Gary L. Aldridge, a legislative aide to Senator Cranston who helped draft the 1974 reauthorization. "Hispanics were very, very active and persuasive in promoting bilingual and bicultural programs."

It was during this period that organizations such as the Mexican American Legal Defense and Educational Fund and the National Council of La Raza, Hispanic civil-rights groups founded in 1968, began to play an increasingly significant role in national life, and particularly in education. And their advocacy of native-language teaching was by and large supported by members of the smaller language-minority groups, say linguists who have followed the bilingual-education movement.

The *Lau* decision in January lent a "locomotive force" to the passage of the expanded bilingual bill, Mr. Aldridge said.

1978: BROADER STILL

In 1978, the act was again reauthorized, and again its scope was expanded. Its "target group" was broadened to include students with "limited English proficiency"—those who had difficulty reading, writing, or understanding English, as well as trouble speaking it.

The new act made it difficult to end a school system's Title VII funding. It retained the requirement that students must be taught in their native languages under the program, but it added the stipulation that Title VII teachers had to know their students' native language, but not necessarily English. Senators Cranston and Kennedy were the major sponsors of the legislation.

THE LAU *REMEDIES: GROWING CONTROVERSY*

The year after the first reauthorization of the Bilingual Education Act, controversy

Continued on Following Page

Bilingual Education in the 1980's: Basic Questions Remain Unresolved

By Eileen White
Special to Education Week

A decade after the U. S. Supreme Court's decision in *Lau* v. *Nichols*, those who study or make policy for the field of bilingual education concur that many of what they term "the basic issues" remain unresolved. Disagreements persist, they suggest, over what constitutes "bilingual education," whether it works, who needs it and whether those who need it are receiving it, and where the primary responsibility for it should be within the educational system. *(See accompanying story on page 18.)*

THE 'NUMBERS' DEBATE

Among the most divisive issues is that of need: How many children require special services, and on what basis should they be counted?

Nearly three-fourths of the students currently being served in bilingual-education programs were born in the United States, according to federal statistics. Robert Rossier, a retired English-as-a-second-language teacher from Los Angeles who recently expressed his opposition to native-language instruction in a national public-policy journal, maintains that some of those children are moved into bilingual education simply because of their Hispanic surnames.

"Third-generation Mexican-American, English-speaking children do not belong in bilingual programs," he says. Mr. Rossier says he has a 6-year-old niece who fits that description. "She still has some problems with English, but far more with Spanish. They want to put her in bilingual education, and we're fighting it," he says.

On the other hand, Lori S. Orum, an official of the National Council of La Raza, an organization representing community-based Hispanic groups, says, "There are thousands of kids of limited-English proficieny who are not getting any help at all; they're just sitting in classrooms looking at the walls."

Federal education officials say they are uncertain how many such children are included today in bilingual-education programs. "There are kids who aren't served who should be, and there are kids who will be included who should have been excluded," says Keith Baker of the U. S. Education Department's planning office. "Schools have as big a problem [matching] kids with services as we have identifying them."

LONGSTANDING PROBLEM

The problem of identifying, and thus developing coherent statistical measures of children who need bilingual services has confounded those involved in bilingual education since its inception, Mr. Baker and others note. The central problem, according to both federal officials and bilingual-education advocates, is the lack of agreement on what constitutes "limited English proficiency."

The 1982 Education Department report to the Congress on bilingual education says that "only about a third of the 2.4 million children, aged 5 to 14, identified in a 1978 study are receiving" some type of special language education. The study also identified a 3.6-million "potential target group," more than half of whom speak English, but are limited in their English usage.

Those statistics have been cited in speeches, reports, and Congressional testimony. Yet Jesse Soriano, who heads the bilingual-education program in the Reagan Administration, refutes those figures. "The problem is not that widespread. I don't believe that two-thirds [of the needy children] are being overlooked," he says.

He points to a re-analysis of the 1978 data, completed in 1981, that says the 2.4-million figure includes "two categories of children who may not in fact require bilingual services—those who scored [poorly on an] English-proficiency test but may not be dependent on another language, and those not enrolled in school."

The report said the 2.4-million figure represents"children from homes where English is not the only language spoken." If children who not only came from non-English-speaking families but who themselves had a "usual language" other than English and attended school were counted, the figure would be only 1.3 million, the study concluded.

Other federal sources note that the number of children participating in bilingual-education programs cannot be compared with the number of limited-English-proficient children nationally, because federal law permits up to 40 percent of the students in a bilingual-education class to be from English-language backgrounds.

"If you are for bilingual education, the numbers are high; if not, they are lower," says a federal official, who asked not to be identified.

And Mr. Soriano concedes that "the problems are not related to numbers" but to policy.

But because the dimensions of the federal role in bilingual education now depend in part on how many needy children exist, the inability of researchers, policymakers, and advocates to agree on "the numbers" has led to statistics such as these from a federally funded report by R.M.C. Research Corporation, a California research company:

"The need for newly qualified bilingual-education teachers depends heavily on the assumptions one makes and the policy options one selects. . . . The range in need estimates is from 29,400 to 140,200." (Institutions of higher education currently turn out fewer than 4,000 bilingual education teachers per year, according to the report.)

THE HISPANIC FORCE

Bilingual-education programs, although they enroll children who speak many languages, primarily serve Spanish-speaking students. Eighty percent of the students served in federally funded programs, for example, are estimated to be from Spanish-speaking backgrounds.

The number of school-age children from such backgrounds is growing, due both to Hispanics' high birth rate and their relative youth compared to white Americans. (The average age of Hispanic Americans is 22; it is 30 for Anglos.)

Most of the nation's newcomers are also Spanish-speaking. Nearly half of the legal immigrants during the 1970's came from Latin America, and the Immigration and Naturalization Service estimates that half of all the illegal aliens who enter the country are Mexicans. School-age children in this latter group cannot be denied a free public education, the Supreme Court ruled in a 1982 decision, *Plyler* v. *Doe*.

As a consequence of both high birth rates and immigration, the Hispanic population of the nation grew by an average of 3.8 percent each year between 1970 and 1980, from 9.1 million to 14.6 million, according to U. S. Census data, while the annual growth rate of the U. S. population as a whole was 1.1 percent. By some estimates, the number of school-age Spanish-speaking children in the country will increase by 50 percent by the year 2000; the total number of school-age children is projected to increase by 16 percent.

'CONFLUENCE' OF FACTORS

"The Condition of Education for Hispanic Americans," a 1980 government report, gave the schooling for Hispanic children a grade of "unsatisfactory."

"Hispanic children enroll in school at rates lower than those for non-Hispanic students, they fall behind their classmates in progressing through school, and their attrition rates are higher than those of non-Hispanic students," the report said. Gary Orfield, a desegregation expert at the University of Chicago, also reported last year that Hispanic students are increasingly likely to attend racially isolated schools, especially in large cities and in the states of Illinois, New Jersey, New York, and Texas.

The continuing problems of Hispanic students have led to a public perception that bilingual education is not working, according to bilingual-education advocates. But they respond that the program is too new and that too little is known about it.

Says James Lyons, general counsel to the National Association for Bilingual Education, "We don't know who is being taught, who is teaching, what kind of materials they're using, how they are spending classroom time."

Moreover, according to participants in a recent meeting on educating Hispanic children, judging the efficacy of bilingual education is complicated by the possibility that poverty and discrimination may be equally serious barriers to academic achievement as language problems.

Because "bilingual education came out of the civil-rights movement," says Mr. Soriano, "There was an assumption in the early 60's that if a Hispanic youngster was doing poorly in school, it was a language problem. That premise is questionable."

Such variables as the quality of the school, the educational attainment of parents, and the presence of books in the home are believed by some researchers to be factors that—along with language dominance—influence academic achievement.

GOALS AND PURPOSES

A recent opinion survey about bilingual education suggests that the goals and purposes of bilingual education remain little understood by the American public. The telephone survey was conducted by researchers at Columbia University with a scientific sampling of adults. The poll reported that 63 percent said they supported some type of bilingual-education program. But a greater percentage, 69 percent, opposed extending bilingual instruction to children who speak Spanish at home but are familiar with English from other sources. (Estimates vary, but an Education Department study says as many as half of all limited-English-proficient children know some English.)

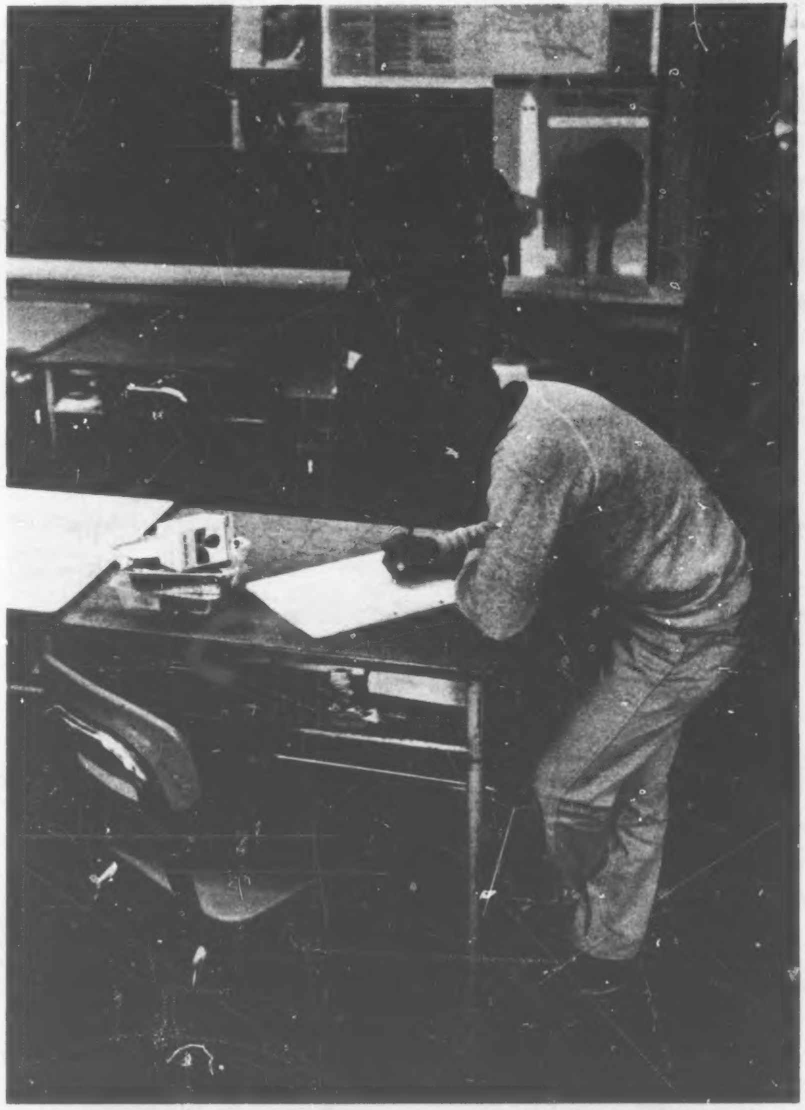
And although 40 percent of the Hispanics surveyed favored bilingual education as a way to preserve their cultural heritage, most of the non-Hispanics who favored the program did so for "pragmatic educational" reasons.

"In many ways, says Mr. Alvarado of New York City, "bilingual education is no different than education as a whole. It suffers from all the pitfalls that success anywhere else in education depends on—people, leadership, programs, politics, curriculum, funding, guidance.

"To judge the concept as anything but a confluence of all those factors just does not make any sense."

Law and Policy In the *Lau* Era: The Emerging Politics of Language

ANN STEVENS



DARRYL HEIKES/U.S.NEWS AND WORLD REPORT

A student at the Oyster School in Washington, D.C., where the bilingual instructional program is designed to make students fluent in Spanish and English. Below, undocumented Mexican aliens wait for a guide to take them across U.S. border.

Continued from Preceding Page

erupted in the education community when H.E.W.'s office for civil rights appeared to throw the government's enforcement powers behind the native-language instructional method, in the document known as the "*Lau* remedies."

The remedies required that when a school district enrolled 20 or more non-English-speaking students with the same native language in grades K-8, it must provide instruction for them in their native language *and* culture. Alternatives to bilingual education were forbidden for that group. The remedies also insisted on such strategies as the use of bilingual employees to find out what language students spoke at home and in different "social settings," such as the lunchroom, the corridors, and the classroom.

Mr. Carlucci of H.E.W. (who, like Mr. Taft, returned to public service in the Reagan Administration as a senior aide to Mr. Weinberger, now the Secretary of Defense) had given Martin Gerry, the O.C.R. director, the job of carrying out the Administration's Title VI enforcement effort. Mr. Gerry was the primary sponsor of the *Lau* remedies.

The outcry over the remedies was immediate. They were too prescriptive, school officials protested; they promoted cultural pluralism as a national policy; because they were never opened to public comment, they were arbitrary, even capricious.

BILINGUAL SUPPORTERS

In fact, the Nixon Administration, under the guidance of Mr. Gerry and J. Stanley Pottinger, Mr. Gerry's predecessor as O.C.R. director and later head of the Justice Department's civil-rights division, had been pushing the use of bilingual instruction as a legal remedy for Title VI violations since the publication of its May 1970 memo, Mr. Gerry and others suggest.

It was the testimony of the Justice Department's key witness in a desegregation suit against the small Texas school system of Del Rio on the Mexican border, according to lawyers familiar with the case, that led to the first federal court-ordered use of instruction in students' native language in 1971, and subsequently to a statewide court-ordered bilingual instruction for non-English-speaking students in Texas.

The Texas plan was implemented under Mr. Gerry's supervision (as a court appointed "master") by a group of educators and lawyers who were experts in and advocates of bilingual education. Mr. Gerry brought many of the same people together in 1974 to draft internal "guidelines" for the O.C.R. staff members who were going to launch the department's post-*Lau* offensive.

TOO PRESCRIPTIVE?

Mr. Gerry, who signed the remedies before passing them on for final approval to then-Commissioner of Education Terrel H. Bell, now agrees that they were too prescriptive. "In retrospect," he says, "it would have been much better to develop an individual plan for each student along the line of the special-education model. Bilingual instruction is not right for every kid. You can't, as O.C.R. tried to do, reduce the process to a set of rules that put kids in categories."

Nonetheless, he defends his decision to make school systems found in violation of Title VI offer students classes in their own language and culture: "If we had given school systems a choice between bilingual instruction and E.S.L., they would have all gone to E.S.L. because it was cheaper and politically popular with a lot of people—reasons that had nothing to do with the educational needs of kids."

"I got sold on the need for bilingual *and* bicultural instruction on the basis of what I saw in Texas," he added. "They were the only programs that were working. First, learning English is easier once concepts are learned in the native language. And second, helping kids to learn about their cultural heritage is absolutely necessary to protect their civil rights. Too many schools send signals to these kids that they are inferior."

Now a civil-rights lawyer in private practice in Washington (he recently argued, with the Reagan Administration, in the widely publicized *Baby Doe* case that civil-rights laws afford protections to infants), Mr. Gerry also said that the goal of the *Lau* remedies was to move students into English-language classes as quickly as possible. Some Hispanic leaders and bilingual advocates, he said, unsuccessfully had urged him to call for full competence in two languages under the remedies.

ERA OF ENFORCEMENT

Armed with the remedies it called "guidelines" for use in negotiations with districts and thus did not publish, the O.C.R. pressed its enforcement campaign. In the years following *Lau*, more than 400 school districts were required to comply with the O.C.R. procedures, most often as part of larger school-desegregation agreements, according to Education Department reports.

Meanwhile, these civil-rights activities, coupled with the growing availability of funds under Title VII, were adding momentum to the bilingual movement in the states. Thirteen more legislatures joined the 14 that between 1968 and 1975 had passed laws mandating some form of assistance to limited-English-speaking students, bringing the total number of states with such programs to 27 by 1982. And litigation in New York City, Denver, and the states of Texas and Idaho, led to mandatory bilingual-education programs.

Appropriations for the federal bilingual program had increased to a high of $191 million in fiscal 1980, with state funding rising to $93 million in the 1981-82 school year. Statistics on local funding for bilingual education have not been collected, federal officials say, but one federal study estimates that the annual additional costs per child of bilingual instruction range from $200 to $700.

INCREASING RESISTANCE AND SHIFTS IN POLICY

As the bilingual movement expanded during the 1970's, however, it also encountered growing resistance. In 1977 and 1978, three events suggested the bases on which opposition to federally supported bilingual education would be constructed.

In 1977, Noel Epstein, then the education editor of *The Washington Post*, published a widely circulated attack on the federal bilingual program under the auspices of the Institute for Educational Leadership, a Washington-based nonprofit group that provides training for journalists and local educators. Supporters of the federal bilingual effort, Mr. Epstein wrote, "are seeking *government-financed and government-promoted* [author's emphasis] ethnic identities through use of language and culture in the public schools."

The following year, a study done for the federal government by the American Institutes for Research, a private company, found that the English-language skills of students in bilingual programs did not improve any faster than those of non-English-speaking students in regular classes.

Also in 1978, those who had criticized the O.C.R.'s approach won a victory when tiny, Eskimo-run schools in Alaska sued H.E.W. for using the unpublished remedies as the basis of its Title VI enforcement efforts; the schools won a consent decree requiring the federal government to publish a bilingual regulatory policy. (As unpublished guidelines, the remedies technically did not have the force of law. But they were treated as if they did by some O.C.R. staff, who, according to Mr. Gerry, later inappropriately used them as standards for all school systems with language-minority students.)

CARTER'S NEW DEPARTMENT

By the time the proposed regulations were published in the *Federal Register*, in August of 1980, the Carter Administration had created the Education Department with Shirley M. Hufstedler as its first Secretary. She was familiar with the issues of bilingual education. Several years earlier, as a judge on the U. S. Court of Appeals for the Ninth Circuit, she had sat in judgment

Representative John N. Erlenborn, Republican of Illinois; Jesse Soriano, director of the Education Department's office of bilingual education and minority languages affairs; José Cárdenas, executive director of the Intercultural Development Research Association in San Antonio, Texas.

ANN STEVENS

The District of Columbia's 11-year-old Oyster School, which is part of the public-school system, is one of the few in the nation to have dual-language instruction for all students. The goal is to make students "linguistically and culturally literate" in both English and Spanish.

on the *Lau* case. In a dissenting opinion, she supported the position that was eventually upheld by the Supreme Court.

In addition, the Carter Administration had placed strong supporters of bilingual-bicultural education in the Education Department. Josué M. Gonzales, for example, was director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA), which ran the Title VII program. Now with the Chicago public-school system, he had previously been a staff aide to then-Senator Walter F. Mondale and a member of the group that drafted the *Lau* remedies.

The Carter Administration's "Notice of Proposed Rulemaking" brought a hailstorm of criticism when it was published on August 5, 1980.

Like the remedies, it proposed standards for compliance with Title VI of the Civil Rights Act of 1964. It called for school systems with 20 or more language-minority students to identify the primary language of each of their students, then evaluate the educational needs of each student with a primary language other than English.

And it called for instruction in both languages in required subjects while the limited-English-proficient students learned English, "because students without English skills may fall permanently behind in other required subjects while they are learning English."

Hispanic groups embraced the proposed regulations. But the National Education Association was virtually alone among major education groups in supporting them. Protests were lodged by the American Federation of Teachers, the National Association of State Boards of Education, and other organizations.

"It became a symbol of excessive government intervention," Mr. Gonzales says. As a result, it also became a campaign issue. Supporters of Ronald Reagan, campaigning on the "get-government-off-our-backs" theme, attacked the rule in their rhetoric during the months leading up to the November elections.

The negative reaction also hurt the proponents of federally supported bilingual education. "It blew up in our faces, we lost a lot of ground on it," says Lori S. Orum, an official of the National Council of La Raza.

REAGAN'S REVERSAL

In the face of the negative outcry, the Reagan Administration (specifically, Terrel H. Bell, who had been named Secretary of Education) withdrew the proposed rule soon after assuming office in January 1981.

Further, the conservatively oriented Heritage Foundation, in *Mandate for Leadership*, a policy study influential within the Administration, characterized the Title VII program as a "captive vehicle by ideological militants" and called for its abolition. The Administration apparently agreed and sought to include Title VII in its education block grant.

But the Congress turned down the proposal, and Title VII has remained as a separate program. In its fiscal 1983 and 1984 budget requests, the Administration sought to cut the program back by 32 percent, to about $94 million. However, in its fiscal 1985 budget proposal, released last week, the Reagan Administration is seeking $139 million for bilingual activities.

10 YEARS AFTER LAU: *NEW POLICY DIRECTIONS*

The Bilingual Education Act is up for reauthorization in the Congress again this year, and the Administration has proposed legislation that would, according to bilingual proponents, make major changes in the law.

It would allow school districts to receive funding under the act for no more than five years, restrict participation in Title VII programs to students who have no knowledge of English, reduce funding for the program, and give school systems the freedom to use whatever method they want to help non-English-speaking students.

Says Representative John N. Erlenborn, Republican of Illinois and ranking minority member of the House Committee on Education and Labor, a co-sponsor of the bill in the House: "There is a civil-rights-activist approach embodied in the [bilingual-only language of the] current law. The philosophy behind our bill is our common language of English."

SIGNALS ON 'FLEXIBILITY'

Jesse M. Soriano, the Education Department's current director of OBEMLA, said his office is being "very loose, flexible" in adhering to the current law's requirement that school systems use students' native languages in Title VII programs. "Schools have to provide instruction, in part, in the native language. We don't say which part," he said.

He also said, echoing the sentiments of Mr. Gerry, "There are so many unanswered questions about the effectiveness of language-minority instruction that it seems irresponsible for the federal government to promote and fund only the bilingual strategy."

The Education Department, he said, is sponsoring research on the immersion method of instruction in the hopes that the findings can be used to support an endorsement of the method in the 1989 reauthorization of the Bilingual Education Act.

Mr. Soriano was director of Michigan's programs of bilingual, foreign languages, and migrant education before joining the Reagan Administration. His office will support services during the current school year for 194,000 students in 550 school systems, according to figures in the Administration's fiscal 1985 budget.

The Administration's moves to develop alternative policies to deal with such students may also be bolstered by the newly reconstituted U. S. Commission on Civil Rights. Last month, its eight members unanimously endorsed a proposal that it study the phenomenon of Hispanic segregation, with "special emphasis" on the possible role of bilingual-education programs in fostering such segregation.

MOOD OF OPPOSITION

Representative Erlenborn's remarks suggest, and others confirm, that there is also a growing antipathy in the Congress to bilingual instruction. Senator Walter D. Huddleston, Democrat of Kentucky and perhaps the most outspoken Congressional critic of bilingual education, introduced a Constitutional amendment last fall that would make English the official language of the United States.

"For the last 15 years, we have experienced a growing resistance to the acceptance of our historic language, an antagonistic questioning of the melting-pot philosophy that has traditionally helped speed newcomers into the American mainstream," he said in introducing the amendment. Mr. Huddleston's staff is also crafting amendments to the 1978 Bilingual Education Act that would limit to a few years the amount of time students could remain in a Title VII program.

The proposed Constitutional amendment is being supported by U. S. English, a newly created organization claiming 20,000 members. The organization's purpose, according to Gretta V. Bikales, its executive director, is "to protect English."

"There is a widely held perception that the primacy of English is being eroded," she said.

STATE, LEGAL SHIFTS

Bilingual education is also under pressure at the state level. By 1980, 14 states mandated some form of native-language instruction for students with a first language other than English, according to the National Clearinghouse for Bilingual Education, a federally-sponsored organization established under the 1974 amendments to

Continued on Following Page

Pedagogical and Political Considerations in the Post-*Lau* Era

le mouton
la caisse
le renard
la rose
la planète
l'avion

Students at the Lycée International School in Southfield, Mich. The school, established by the Renault Motor Company, offers all of the students' academic courses in French.

Continued from Preceding Page

the bilingual act. Thirteen other states had provisions permitting native-language instruction in their compensatory-language laws.

But since then, Colorado has removed the mandatory bilingual-instruction provision from its law; a similar move was unsuccessful in Illinois but is under consideration in other states.

Also, state and federal courts in recent years, while requiring school systems to provide evidence that their compensatory-language programs are working, have tended to give them greater flexibility in choosing an instructional method, according to Roger Rice, a staff lawyer for the META Project, a civil-rights organization based in Cambridge, Mass. Mr. Rice adds, "Things have not been going well in the last couple of years."

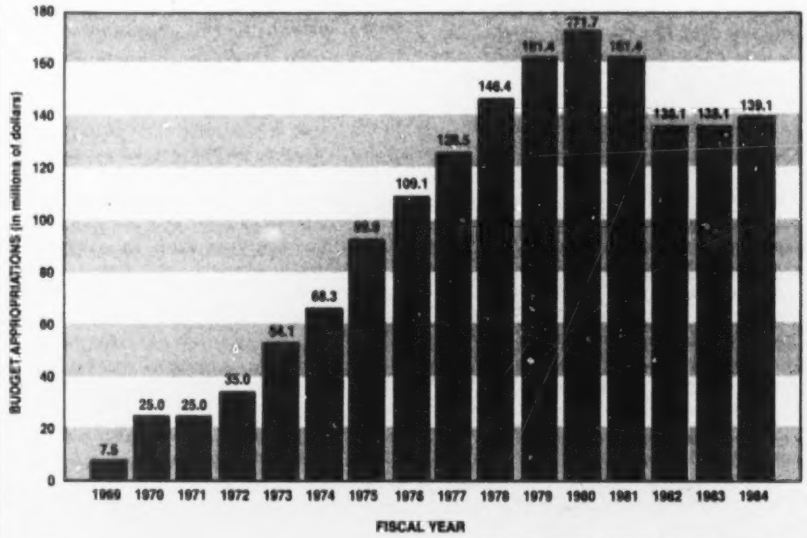
In reaction, supporters of bilingual education less frequently call for Title VII to fund programs that seek to help students become fully fluent in both their first and second languages. "You won't find many people in this political climate talking about [language or cultural] maintenance programs," says Tracy C. Gray, a researcher with the Center for Applied Linguistics in Washington and a member of the OBEMLA staff during the Carter Administration. "It would be like people in the District of Columbia rooting for the [Los Angeles] Raiders."

LEGISLATIVE PROPOSALS

In addition, a coalition of bilingual-instruction advocates and ethnic-rights groups are circulating in the Congress proposed legislation that, in part, attempts to blunt some of the criticism of the 1978 act. While it would retain as "non-negotiable" the 1978 measure's insistence on native-language instruction, it would require increased use of English in Title VII programs, and it calls for greatly increased monitoring and evaluation of Title VII programs.

According to Congressional sources, there is little likelihood that changes in the 1978 act will be taken up in the Senate this year. But a staff member of the House Education and Labor Committee said the committee will "try to get a bilingual bill by May 15." He said it is too early to know how the 1978 act might be amended, but noted that "the strongest support" among committee members is for giving school systems greater freedom in deciding what instructional method to use under Title VII. And that is not likely to please bilingual advocates and representatives of the Hispanic community.

Appropriations for the Federal Bilingual Education Program



EDUCATION DEPARTMENT, OFFICE OF BILINGUAL EDUCATION

The advocates remain sharply critical of the current Administration's handling of the bilingual issue, despite the fact that much of the education community, including the National Education Association, now also supports such increased flexibility.

"The maintenance issue is no more than a straw man," says Ms. Gray. "The truth is that the vast majority of bilingual programs end in the 4th grade and that E.S.L. alone is not effective with most kids."

Adds Mr. Gonzales: "What we've been getting all along is anti-Hispanic statements in the guise of anti-bilingual education."

A MEASURE OF SUPPORT

In a March 1981 speech to the National League of Cities, President Reagan said it was "absolutely wrong and against American concepts to have a bilingual-education program that is now openly, admittedly dedicated to preserving [students'] native language and never getting them adequate in English so they can go out into the job market and participate."

In remarks to Hispanic groups last summer and in an interview in the January-February 1984 issue of the magazine *Spanish Today*, President Reagan also expressed support for bilingual education. But he added: "I do not embrace one particular method of instruction. There are a variety of options before us. . . ." He mentioned E.S.L. and immersion as examples of the alternatives to programs that utilize native-language instruction.

"He's changed his rhetoric in an effort to attract Hispanic voters, but the rhetoric is empty," said Representative Robert Garcia, Democrat of New York and chairman of the Hispanic Congressional Caucus. "The Reagan Administration makes an argument against bilingual instruction not on the basis of logic or information, but on the basis of culturalist and political assumptions. It is this kind of charge that creates social animosity and threatens to transform positive cultural diversity into negative social divisions."

Mr. Garcia and Gov. Toney Anaya of New Mexico, two of the nation's highest-ranking elected Hispanic officials, recently endorsed Walter Mondale's Presidential candidacy. In making his endorsement, Mr. Anaya said the President does not have the right to claim support among the Hispanic community just because "he wore a sombrero and served tacos to the Queen of England."

Bilingual advocates also say that in the wake of the Administration's withdrawal of the proposed *Lau* regulations, the Education Department's office for civil rights has failed to enforce the *Lau* decision.

"O.C.R. has done almost nothing under the Reagan Administration," says José A. Cárdenas, who first advocated bilingual instruction as the Justice Department's witness in the 1971 Texas desegregation suit and who continues to be a leading advocate. "There are a lot of school systems receiving federal funds in violation of the law [Title VI of the Civil Rights Act of 1964]."

Said an O.C.R. lawyer who asked not to be identified: "It has been strictly laissez faire under this Administration. There is no one above saying this is a civil-rights issue and there is no incentive for school systems to improve their programs."

Harry M. Singleton, the director of O.C.R. said through a spokesman that, in spite of Secretary Bell's 1981 statements to the contrary, new regulations will not be forthcoming because there is "no clear need for them."

He also said the May 1970 memorandum contains the "legal standard" that the department is applying to school systems found to be out of compliance with the *Lau* decision; "no specific remedy is being urged" on school systems, he said.

Secretary Bell was not available last week to comment on the new enforcement policy.

Bilingual advocates say privately that they have abandoned their effort to obtain new enforcement regulations, for fear that, under the Reagan Administration, they would be too lax.

THE POLITICS OF LANGUAGE MAY ONLY INTENSIFY

As the size of the Hispanic population in the United States continues to grow rapidly, the debate over bilingual education is likely to intensify, observers predict. On one level, they note, it is a purely pedagogical debate. But they added that it is equally a political debate, spurred by the Supreme Court's transformation, in *Lau*, of language into a civil-rights issue.

Says J. David Edwards, executive director of the Joint National Committee for Language, an organization of some 30 national groups involved in language instruction: "We haven't concentrated on finding out what is best for the students, because we want other things from the bilingual issue. But then we pretend to fight it out on educational grounds. It's hypocritical, but I don't know what you do to change the situation."

Eileen White also contributed to this report.

DATABANK

The American College Freshman, Fall 1983

Characteristics

Age by December 31, 1983:

16 or younger	0.1%
17	2.4%
18	72.7%
19	19.8%
20	2.0%
21-24	1.7%
25-29	0.7%
30-39	0.5%
40-54	0.2%
55 or older	0.0%

Racial/Ethnic background:

White	86.9%
Black	9.0%
American Indian	1.1%
Oriental	1.6%
Mexican	0.9%
Puerto Rican	0.7%
Other	1.6%

Average grade in high school:

A or A+	9.4%
A	11.0%
B+	18.6%
B	25.8%
B	14.2%
C+	12.7%
C	7.8%
D	0.5%

Academic rank in high school:

Top 20%	39.4%
Second 20%	22.8%
Middle 20%	30.6%
Fourth 20%	6.2%
Lowest 20%	1.0%

Year of high-school graduation:

1983	93.3%
1982	2.8%
1981	0.8%
1980 or earlier	1.9%
H. S. equivalency (G. E. D. test)	1.0%
Never completed high school	0.2%

Type of high-school attended:

Public	84.5%
Private (denominational)	11.2%
Private (nondenominational)	3.6%
Other	0.7%

Have met or exceeded recommended years of study, as proposed by the National Commission on Excellence in Education, in:

English (4 years)	89.2%
Mathematics (3 years)	83.3%
Foreign language (2 years)	64.2%
Physical science (2 years)	55.6%
Biological science (2 years)	35.9%
Civics (1 year)	50.5%
Social studies (3 years)	66.1%

Racial composition of high-school:

Completely white	19.3%
Mostly white	60.0%
Roughly half-white	15.4%
Mostly non-white	4.2%
Completely non-white	1.1%

Racial composition of neighborhood:

Completely white	47.6%
Mostly white	38.7%
Roughly half-white	5.2%
Mostly non-white	5.1%
Completely non-white	3.4%

Marital status:

Not presently married	98.6%
Married, living with spouse	1.1%
Married, not living with spouse	0.3%

Disabilities:

Hearing	0.7%
Speech	0.3%
Visual	2.2%
Orthopedic	0.9%
Learning	0.7%
Health-related	0.9%
Other	1.2%

Current religious preference:

Jewish	3.1%
Protestant	32.0%
Roman Catholic	39.3%
Other	17.9%
None	7.6%

Residence planned during fall term:

With parents, relatives	35.9%
Other private home or apartment	6.6%
College dormitory	54.5%
Fraternity/sorority house	0.5%
Other campus housing	1.7%
Other	0.7%

Residence preferred during fall term:

With parents or relatives	19.6%
Other private home or apartment	27.3%
College dormitory	41.1%
Fraternity/sorority house	5.0%
Other campus housing	4.6%
Other	2.3%

Father's occupation:

Artist (incl. performer)	0.9%
Businessman	29.2%
Member of clergy or religious worker	0.9%
Engineer	8.6%
Farmer or forester	3.9%
Lawyer	1.4%
Military man	1.8%
Physician or dentist	2.2%
Other health professional	1.3%
Research scientist	0.6%
Teacher or administrator, college	0.9%
Teacher or administrator, elementary	0.6%
Teacher or administrator, secondary	3.4%
Worker, skilled	10.8%
Worker, semiskilled	5.4%
Worker, unskilled	3.3%
Other occupation	21.7%
Unemployed	3.2%

Father's education:

Grammar school or less	4.9%
Some high school	10.4%
High-school diploma	29.3%
Postsecondary other than college	4.8%
Some college	13.7%
College degree	19.5%
Some graduate school	2.3%
Graduate degree	15.1%

Mother's occupation:

Artist (incl. performer)	1.4%
Businesswoman	10.8%
Member of clergy or religious worker	0.1%
Clerical worker	11.3%
Engineer	0.1%
Farmer or forester	0.3%
Homemaker (full time)	25.1%
Lawyer	0.1%
Nurse	7.4%
Physician or dentist	0.3%
Other health professional	1.9%
Research scientist	0.2%
Social, welfare, or recreation worker	1.2%
Teacher or administrator, college	0.3%
Teacher or administrator, elementary	5.2%
Teacher or administrator, secondary	3.0%
Worker, skilled	2.0%
Worker, semiskilled	3.4%
Worker, unskilled	2.4%
Other occupation	16.5%
Unemployed	7.1%

Mother's education:

Grammar school or less	3.3%
Some high school	8.2%
High-school diploma	40.6%
Postsecondary other than college	7.5%
Some college	14.9%
College degree	16.3%
Some graduate school	2.2%
Graduate degree	7.1%

Students estimate chances are very good that they will:

Change major field	12.0%
Change career choice	11.2%
Fail one or more courses	1.3%
Graduate with honors	12.0%
Be elected to student office	2.[illegible]%

Students estimate chances are very good that they will: (Continued)

Get a job to pay college expenses	36.6%
Work full time while attending college	3.3%
Join a social fraternity or sorority	16.2%
Live in a coeducational dormitory	26.1%
Play varsity athletics	14.6
Be elected to an honor society	6.9%
Make at least a B average	40.7%
Need extra time to complete degree	5.2%
Need tutoring in some courses	9.3%
Work at outside job	20.9%
Seek vocational counseling	5.9%
Seek individual counseling	3.8%
Get a bachelor's degree	64.9%
Participate in student protests	3.5%
Drop out temporarily	1.1%
Drop out permanently	0.9%
Transfer to another college	10.4%
Be satisfied with college	54.7%
Find employment in preferred field	68.8%
Marry while in college	4.5%
Marry within a year after college	15.6%

Number of other colleges applied to for admission this year:

None	37.8%
One	17.6%
Two	16.9%
Three	13.4%
Four	6.6%
Five	3.8%
Six or more	3.9%

Number of other college acceptances this year:

None	18.4%
One	30.4%
Two	24.2%
Three	15.4%
Four	6.5%
Five	2.7%
Six or more	2.4%

College attended is student's:

First choice	73.7%
Second choice	20.2%
Third choice	4.3%
Other	1.8%

Distance from home to college:

5 miles or less	10.7%
6-10 miles	11.2%
11-50 miles	28.9%
51-100 miles	15.9%
101-500 miles	25.7%
More than 500 miles	8.3%

Reasons noted as very important in deciding to go to college:

Parents' wishes	32.0%
Could not find job	6.2%
Wanted to get away from home	10.3%
To be able to get a better job	76.2%
To gain general education	63.9%
To improve reading and study skills	41.8%
Nothing better to do	2.4%
To become a more cultured person	31.8%
To be able to make more money	66.7%
To learn more about things	71.7%
To meet new, interesting people	54.6%
To prepare for graduate school	47.0%

Reasons noted as very important in selecting college attended:

Relatives' wishes	6.3%
Teacher's advice	4.0%
Good academic reputation	52.6%
Good social reputation	20.6%
Offered financial assistance	20.8%
Offers special programs	21.9%
Low tuition	21.3%

Reasons noted as very important in selecting college attended: (Continued)

Advice of guidance counselor	8.1%
Wanted to live near home	19.7%
Friend's suggestion	6.7%
Recruited by college	3.0%
Recruited by athletic department	4.2%
Graduates go to top graduate schools	25.8%
Graduates get good jobs	46.4%

Highest degree planned at college attended:

None	3.8%
Vocational certificate	2.2%
Associate (or equiv.)	23.0%
Bachelor's	52.9%
Master's	10.4%
Ph.D. or Ed.D.	1.7%
M.D., D.O., D.D.S., or D.V.M.	1.6%
LL.B. or J.D.	1.1%
B.D. or M.Div.	0.7%
Other	2.5%

Highest degree planned anywhere:

None	2.1%
Vocational certificate	1.5%
Associate (or equiv.)	7.0%
Bachelor's	36.5%
Master's	30.4%
Ph.D. or Ed.D.	8.5%
M.D., D.O., D.D.S., or D.V.M.	6.3%
LL.B. or J.D.	4.1%
B.D. or M.Div.	0.7%
Other	2.8%

Probable field of study:

Accounting	6.3%
Aeronautical engineering	1.2%
Agriculture	1.3%
Anthropology	0.1%
Architecture, urban planning	0.7%
Art, fine and applied	2.1%
Arts and humanities (misc.)	0.6%
Astronomy	0.1%
Atmospheric science	0.1%
Biochemistry or biophysics	0.5%
Biological sciences (misc.)	0.6%
Biology (general)	1.7%
Botany	0.1%
Building trades	0.3%
Business (misc.)	1.4%
Business administration (general)	7.0%
Business education	0.2%
Chemical engineering	0.9%
Chemistry	0.8%
Civil engineering	0.8%
Communications	2.1%
Computer science	4.5%
Data processing, computer programming	3.8%
Drafting or design	0.7%
Earth science	0.2%
Economics	0.4%
Education (misc.)	0.2%
Electrical or electronic engineering	4.3%
Electronics	0.7%
Elementary education	2.4%
Engineering (misc.)	1.8%
English	0.9%
Ethnic studies	0.0%
Finance	1.0%
Foreign language	0.4%
Geography	0.0%
Health technology	1.8%
History	0.5%
Home economics	0.5%
Industrial engineering	0.5%
Forestry	0.6%
Journalism	1.4%
Law enforcement	1.6%
Library science	0.0%
Management	4.2%
Marine science	0.1%
Marine-life science	0.3%
Marketing	2.2%
Mathematics	0.8%
Mechanical engineering	2.2%
Mechanics	0.6%
Microbiology or bacteriology	0.3%

Probable field of study: (Continued)

Military science	0.1%
Music	1.0%
Music or art education	0.3%
Nursing	4.4%
Pharmacy	0.5%
Philosophy	0.1%
Physical education	1.2%
Physical sciences (misc.)	0.1%
Physics	0.4%
Political science	1.9%
Pre-dental, pre-medical, pre-veterinary	3.2%
Professional (misc.)	1.3%
Psychology	2.3%
Secondary education	0.8%
Secretarial studies	2.3%
Social work	0.9%
Social sciences (misc.)	0.2%
Sociology	0.3%
Special education	0.9%
Speech	0.1%
Statistics	0.0%
Theater and drama	0.6%
Theology and religion	0.2%
Therapy	2.0%
Women's studies	0.0%
Zoology	0.3%
Other fields	1.2%
Other technical fields	0.7%
Undecided	4.9%

Probable career occupation:

Accountant or actuary	5.9%
Actor or entertainer	0.8%
Architect or urban planner	1.2%
Artist	1.7%
Business (clerical)	2.0%
Business executive	10.6%
Business proprietor	2.7%
Business salesperson or buyer	1.2%
Clergy (minister or priest)	0.2%
Clergy (misc.)	0.1%
Clinical psychologist	0.9%
Computer programmer or analyst	8.5%
Conservationist or forester	0.7%
Dentist	0.7%
Dietitian or home economist	0.3%
Educator (college)	0.2%
Educator (elementary)	3.1%
Educator (secondary)	2.0%
Engineer	10.8%
Farmer or rancher	0.8%
Foreign-service worker	0.6%
Homemaker (full time)	0.1%
Interior decorator	0.4%
Interpreter	0.2%
Journalist or writer	2.0%
Lab technician or hygienist	1.3%
Law-enforcement officer	1.2%
Lawyer or judge	3.9%
Military person	1.1%
Musician	1.1%
Nurse	4.4%
Optometrist	0.3%
Pharmacist	0.6%
Physician	3.9%
Research scientist	1.5%
School counselor	0.2%
School principal or superintendent	0.0%
Social, welfare, or recreation worker	1.3%
Statistician	0.1%
Therapist	2.3%
Veterinarian	1.0%
Skilled trades	1.5%
Other occupation	6.4%
Undecided	10.1%

Estimated parental income:

Less than $4,000	3.2%
$4,000-$5,999	2.4%
$6,000-$7,999	2.4%
$8,000-$9,999	2.9%
$10,000-$12,499	5.6%
$12,500-$14,999	5.0%
$15,000-$19,999	8.7%
$20,000-$24,999	12.6%
$25,000-$29,999	10.5%
$30,000-$34,999	11.3%
$35,000-$39,999	8.6%
$40,000-$49,999	11.2%
$50,000-$99,999	12.3%
$100,000 or more	3.4%

Source: "The American Freshman: National Norms for Fall 1983," by Alexander W. Astin, Published by American Council on Education and University of California at Los Angeles.

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DATABANK

Continued from Preceding Page

Number of parents' dependents:	
One	6.3%
Two	12.[illegible]
Three	23.6%
Four	28.9%
Five	18.5%
Six or more	10.6%

Number of other dependents currently attending college:	
None	66.5%
One	24.5%
Two	6.4%
Three or more	2.6%

Concern about financing college:	
None	33.5%
Some	51.7%
Much	14.9%

Support from parental aid:	
None	29.2%
$1-$499	16.1%

Support from parental aid: (Continued)	
$500-$999	10.0%
$1,000-$1,499	7.8%
$1,500-$2,000	7.2%
Over $2,000	29.8%

Support from Pell Grant:	
None	73.5%
$1-$499	6.8%
$500-$999	7.5%
$1,000-$1,499	5.7%
$1,500-$2,000	3.8%
Over $2,000	2.6%

Support from Supplemental Educational Opportunity Grant:	
None	93.2%
$1-$499	2.7%
$500-$999	2.2%
$1,000-$1,499	1.2%
$1,500-$2,000	0.5%
Over $2,000	0.3%

Support from state scholarship or grant:	
None	84.3%
$1-$499	6.6%
$500-$999	4.6%
$1,000-$1,499	2.4%
$1,500-$2,000	1.1%
Over $2,000	1.0%

Support from college grant:	
None	86.7%
$1-$499	3.8%
$500-$999	3.0%
$1,000-$1,499	2.2%
$1,500-$2,000	1.4%
Over $2,000	2.9%

Support from College Work-Study grant:	
None	86.6%
$1-$499	4.6%
$500-$999	5.0%
$1,000-$1,499	2.8%

Support from College Work-Study grant: (Continued)	
$1,500-$2,000	0.8%
Over $2,000	0.2%

Support from part-time employment:	
None	76.3%
$1-$499	15.3%
$500-$999	5.4%
$1,000-$1,499	1.8%
$1,500-$2,000	0.6%
Over $2,000	0.5%

Support from summer employment:	
None	59.5%
$1-$499	19.8%
$500-$999	11.2%
$1,000-$1,499	5.5%
$1,500-$2,000	2.2%
Over $2,000	1.8%

Support from federal Gurranteed Student Loan:	
None	78.2%
$1-$499	1.7%
$500-$999	2.5%
$1,000-$1,499	3.5%
$1,500-$2,000	4.1%
Over $2,000	10.1%

Support from college loan:	
None	96.3%
$1-$499	0.7%
$500-$999	0.8%
$1,000-$1,499	0.7%
$1,500 and over	1.4%

Support from National Direct Student Loan:	
None	93.2%
$1-$499	1.4%
$500-$999	1.9%
$1,000-$1,499	1.7%
$1,500 and over	1.9%

Attitudes and Activities

(all numbers are percentages)

	All institutions			2-year colleges		4-year colleges				Universities		Predominantly black colleges	
	Men	Women	Total	Public	Private	Public	Pvt., non-sectarian	Protestant	Catholic	Public	Private	Public	Private
Activities in the past year:													
Wrote computer programs	43.6%	31.6%	37.5%	33.7%	24.4%	37.7%	38.7%	36.7%	40.7%	44.2%	49.4%	20.7%	33.0%
Played musical instrument	38.6	47.5	43.1	38.1	39.6	42.8	47.2	51.5	43.8	48.1	50.2	37.1	44.4
Attended a religious service	82.4	88.0	85.3	81.6	86.1	87.6	85.1	91.3	93.4	86.2	85.4	89.2	94.6
Smoked cigarettes frequently	8.0	13.6	10.9	14.5	17.8	9.1	9.8	6.3	8.8	7.5	6.4	7.7	4.5
Took vitamins	61.3	70.0	65.7	63.4	66.4	64.4	68.9	71.6	68.5	67.2	68.9	53.1	62.6
Participated in demonstration	18.7	22.3	20.5	18.7	25.0	23.0	23.5	20.6	22.0	19.1	17.5	30.8	36.5
Took tranquilizing pill	4.3	4.4	4.4	4.1	6.3	4.1	5.0	5.4	4.0	4.2	4.0	2.3	2.9
Wore glasses or contact lenses	37.3	49.6	43.6	44.0	40.3	41.6	40.9	48.2	45.6	44.8	46.6	36.4	36.1
Took televised course	3.3	2.6	2.9	3.3	3.1	2.7	3.0	2.5	3.4	2.6	2.5	3.7	5.0
Took computer-assisted course	27.7	23.6	25.6	23.7	18.6	26.7	25.6	25.1	28.5	28.8	28.5	19.3	28.9
Attended recital or concert	71.3	78.3	74.9	68.6	71.4	76.5	80.7	78.9	77.1	79.3	84.1	68.5	78.1
Took sleeping pills	2.6	2.8	2.7	2.5	4.1	2.5	3.2	3.8	2.7	2.6	2.6	2.1	2.8
Jogged frequently	29.2	19.2	24.1	19.7	23.6	27.5	27.2	28.7	25.7	24.6	27.7	28.1	27.3
Did other vigorous exercise frequently	56.7	40.7	48.5	42.9	44.7	50.3	52.5	52.2	51.0	52.9	56.7	41.0	43.7
Stayed up all night	71.1	71.8	71.4	69.9	72.8	72.1	72.4	70.1	71.0	73.3	71.6	71.6	73.7
Drank beer	77.2	67.5	72.3	73.4	70.3	72.3	68.2	59.8	77.1	75.0	73.1	56.2	46.7
Worked in political campaign	7.4	7.7	7.5	4.7	6.8	7.9	10.9	10.1	9.9	9.0	11.6	9.7	16.2
Overslept and missed class or appointment	24.1	24.7	24.4	21.7	28.1	24.7	28.7	25.3	23.5	26.0	25.8	26.2	25.8
Didn't complete homework on time	63.9	57.7	60.7	56.4	64.1	62.9	65.8	64.2	60.7	62.9	58.8	57.8	61.4
Political views:													
Far left	2.2	1.5	1.9	2.0	2.9	1.9	2.3	1.5	1.4	1.5	1.4	4.7	3.7
Liberal	18.7	19.6	19.2	16.0	18.9	19.1	24.8	19.2	17.9	21.2	25.3	25.5	30.6
Middle of the road	56.8	63.7	60.3	65.6	60.7	60.7	51.9	55.6	61.4	57.6	49.0	47.9	46.9
Conservative	20.7	14.4	17.5	15.0	16.4	17.2	13.8	22.7	18.2	18.8	23.3	19.6	17.0
Far right	1.6	0.7	1.2	1.4	1.2	1.1	1.3	1.0	1.0	0.9	1.1	2.4	1.8
Agree strongly or somewhat that:													
Government isn't protecting consumer	61.9	69.8	65.9	68.1	69.8	66.5	65.3	63.9	65.4	62.8	59.2	73.0	74.6
Government isn't protecting environment	77.6	82.3	80.0	79.1	79.5	79.9	81.9	80.3	81.1	80.2	81.9	75.0	78.9
Government should discourage the use of energy	71.6	78.4	75.0	73.4	75.5	75.5	77.1	75.2	75.9	75.7	76.8	73.9	73.3
Military spending should be increased	45.8	28.3	36.9	38.3	43.2	40.0	34.2	37.2	28.5	33.0	30.8	44.1	31.6
Criminals have too many rights	72.5	65.2	68.8	70.1	67.4	69.4	65.4	69.6	66.6	68.3	66.0	55.8	55.8
Inflation is the country's biggest domestic problem	63.8	73.2	68.6	73.1	74.6	70.5	64.3	64.5	66.8	63.5	53.1	78.8	77.4
The death penalty should be abolished	23.9	33.7	28.9	27.4	28.5	29.2	32.2	27.3	34.4	28.4	31.8	45.9	46.3
Government should provide a national health-care plan	56.4	62.3	59.4	62.1	63.9	60.4	60.4	53.8	61.1	54.5	52.2	73.8	74.2
Abortion should be legalized	54.7	54.8	54.8	53.0	51.9	55.1	60.0	47.5	35.8	59.8	60.8	58.1	57.7
Grading in high school is too easy	58.2	58.2	58.2	56.0	50.3	57.4	58.0	63.1	58.1	62.3	65.6	38.0	44.5
Women's activities should be confined to the home	32.0	17.2	24.5	27.6	30.3	24.6	22.9	24.2	20.6	20.1	17.7	35.7	29.5
Couples should live together before marriage	50.1	39.7	44.8	48.8	44.7	42.6	46.5	31.9	33.6	44.3	45.9	50.0	42.1
Large families should be discouraged	40.9	31.3	36.0	37.2	33.6	35.3	36.3	35.0	24.5	36.9	36.5	31.1	27.2
Divorce laws should be liberalized	46.6	42.7	44.7	47.4	49.0	45.1	45.4	34.5	33.8	43.6	39.2	55.6	54.4
It is all right for people who like each other to have sex	64.5	33.6	48.8	51.9	47.5	48.6	49.6	35.5	33.8	49.3	48.9	54.9	47.1
Women should have job equality	88.3	96.6	92.5	91.1	89.8	93.0	92.8	92.5	93.8	94.4	95.2	90.3	91.9
The rich should pay a larger share of taxes	70.8	70.6	70.7	74.6	66.5	72.5	65.8	68.3	68.4	68.6	58.6	76.5	77.4
Marijuana should be legalized	28.4	23.1	25.7	27.4	28.4	24.6	26.7	18.6	19.4	25.9	24.7	32.4	27.5
Busing to achieve racial balance is all right	47.8	53.5	50.7	54.5	57.8	52.2	52.7	46.8	49.0	41.9	44.3	72.1	72.0
Homosexual relations should be prohibited	58.3	39.9	49.0	53.8	58.6	50.9	43.5	52.8	43.7	41.2	33.7	56.1	53.5
College has the right to regulate off-campus behavior	16.9	13.7	15.3	17.1	19.0	15.5	16.4	16.3	12.8	11.0	11.8	30.0	27.9
Students should help evaluate faculty members	69.6	69.6	69.6	67.6	64.9	69.6	70.2	69.0	70.1	73.2	74.6	63.5	63.3
College grades should be abolished	17.3	12.1	14.7	16.1	18.9	14.1	15.3	13.4	13.0	12.5	12.6	24.0	18.3
Student publications should be regulated	39.6	42.4	41.0	44.9	48.8	42.2	38.8	44.3	41.0	33.7	28.4	59.6	53.5
Colleges have a right to ban a speaker	27.5	23.5	25.[illegible]	28.4	30.4	25.3	23.3	26.0	24.3	21.3	19.2	29.8	27.1
The disadvantaged should get preferential treatment	37.6	35.7	36.6	39.5	43.2	37.4	37.8	36.0	33.3	31.0	27.6	60.4	55.7
Objectives considered essential or very important:													
Achieving in a performing art	10.5	13.1	11.8	9.2	13.5	12.7	16.5	13.6	10.6	12.1	14.5	18.1	15.1
Becoming an authority in his or her field	73.2	71.8	72.5	68.7	71.3	74.0	75.3	71.8	73.1	76.1	76.6	76.6	82.5
Obtaining recognition from colleagues	56.2	54.3	55.2	51.0	54.0	56.6	59.3	52.0	55.1	59.5	60.7	62.9	66.4
Influencing the political structure	16.8	11.1	13.9	10.8	14.0	14.1	18.8	14.7	15.4	15.2	20.3	23.4	29.1
Influencing social values	28.1	33.3	30.7	27.3	35.7	31.1	36.0	34.9	35.6	30.5	33.5	42.1	44.1
Raising a family	64.6	67.6	66.1	63.7	66.3	66.7	66.4	70.5	72.1	66.9	69.9	56.5	62.5
Having administrative responsibility	41.5	39.8	40.6	39.7	42.3	41.9	40.1	35.3	41.9	42.0	41.0	48.3	49.2
Being very well-off financially	73.4	65.5	69.3	70.1	71.4	70.0	68.2	59.6	64.5	71.1	67.6	83.3	81.5
Helping others who are in difficulty	53.2	69.8	61.7	56.7	63.4	63.2	66.9	67.0	69.2	62.8	66.2	69.9	76.3
Making a contribution to scientific theory	18.0	11.1	14.5	13.0	11.3	13.7	15.9	11.7	12.5	17.9	21.6	17.8	24.5
Writing original works	10.7	11.8	11.2	8.9	9.9	11.5	15.8	12.4	11.1	12.5	14.9	13.7	16.6
Creating artistic works	11.0	13.0	12.0	11.0	15.7	12.0	16.4	10.1	10.4	11.9	11.4	18.6	13.2
Being successful in his or her own business	54.1	45.4	49.6	49.0	58.3	49.1	53.9	46.6	48.1	48.4	49.5	66.4	66.3
Helping clean up environment	23.7	18.8	21.2	20.7	23.6	21.2	25.0	19.4	19.6	20.6	21.4	33.1	31.5
Developing a philosophy of life	42.5	45.6	44.1	37.7	43.7	44.0	53.4	48.5	49.2	47.2	56.0	55.1	63.6
Participating in community action	20.3	23.8	22.1	17.7	24.4	23.8	27.9	24.1	26.3	22.9	26.0	37.5	43.4
Promoting racial understanding	28.4	32.0	30.3	24.6	31.1	32.4	41.0	32.6	33.7	29.9	38.2	64.6	72.6
Keeping up with political affairs	39.9	30.4	35.1	26.4	29.7	35.1	46.0	38.6	40.5	41.2	53.8	42.1	54.8

Source: "The American Freshman: National Norms for Fall 1983," by Alexander W. Astin, Published by American Council on Education and University of California at Los Angeles.

R4800-2A

IDEAS

To change the schools, says a maverick educator who has suggested ways of going about it, policymakers must expand the "options" of all involved—teachers, students, parents, and officials.

See Page 10.

GIFTS

More aid for public education is coming from the private sector: A Boston bank has set up an endowment for the city's schools, four firms are sponsoring a grant program in California, and I.B.M. is giving 2,000 computers to 26 urban school systems.

See Pages 6 and 7.

TESTS

A new national survey has found that at least 30 states—taking their lead from the South—have now approved measures stipulating that prospective teachers pass competency tests before they are certified to enter the classroom.

See Page 12.

EDUCATION WEEK

American Education's Newspaper of Record

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Teacher Educators Discuss Shift To Graduate-Level Preparation

By Charlie Euchner

San Antonio—In what appeared to be a major development in the debate over the quality of the teaching force, officials of the largest association of teacher educators expressed support this month for the idea of shifting teacher training from the undergraduate to the graduate level.

Leaders of the American Association of Colleges for Teacher Education said here they would support efforts to shift professional training to the graduate level to allow prospective teachers more time to learn core subjects and to ensure that their professional training is more coherent and has more relevance.

Speakers at the organization's week-long annual meeting, the first gathering of the full membership since the release last year of several reports critical of teacher training, presented proposals for such a shift but said that making such a fundamental change would take several years to achieve. They said the shift might require the elimination of some teacher-education programs—a change that would be resisted by some of the vulnerable institutions.

The way education schools have operated over the last several years was sharply criticized by Theodore R. Sizer, the chairman of "A Study of High Schools" and the former dean of the Harvard Graduate School of Education. Mr. Sizer's book, *Horace's Compromise: The Dilemma of the*

Continued on Page 15

Anne Flowers

Chapter 2 Directors Question Plans For Block Grant

States Said Uncertain About Funding Hike

By Tom Mirga

Washington—State officials who oversee programs funded by Chapter 2 education block grants appear to disagree over whether master-teacher plans and other pay-incentive schemes are allowable expenses under that statute.

An informal survey of several state Chapter 2 coordinators last week also revealed that while many officials approve of the Reagan Administration's proposal to increase funding for the program by approximately 50 percent, they do not think it will translate into many significant education-improvement efforts at the local level.

"We have about 200 small districts in my state and one of our smallest ones received a grant of $65 last year," said a coordinator from a Northwestern state. "What do you think they'll do with a 50-percent increase?"

In the budget request that it sent to the Congress earlier this month, the Administration asked that the appropriation for the block-grants program be increased from its current level of $479 million to $729 million. Education Department officials said they would encourage state and local education agencies to use their block grants to implement the recommendations of the National Commission on Excellence in Education. *(See Education Week, Feb. 8, 1984.)*

Among other recommendations, the commission called for master-teacher plans, salary increases for all teachers, upgraded high-school curricula, and a longer school day or school year.

During budget briefings for the media, department officials said school districts were free to use their block grants to finance "experimental" reforms of this sort and any others that could be justified as educational improvements, as long as the funds were not used for construction or to supplant state and local financing.

Many of the state Chapter 2 officials interviewed agreed with this interpretation. In general, they said that Title IV-C of the Elementary and Secondary Education Act of 1965, one of more than 40 programs folded into the block-grants program in 1981, could be interpreted as allowing such expenditures.

Title IV-C, which was funded at approxi-

Continued on Page 14

Court Rules State Must Finance St. Louis Desegregation Plan

By Tom Mirga

A federal appeals court ruled last week that most parts of a landmark voluntary desegregation plan for St. Louis and 23 suburban school districts should be financed by the state of Missouri.

In an opinion handed down on Feb. 8, the U. S. Court of Appeals for the Eighth Circuit held that because the state has been found liable for student segregation in St. Louis, it should be required to pay for the voluntary transfer of students between the city and its suburbs.

The court rejected the arguments advanced by the state and by the Reagan Administration, which contended that Missouri should not have to cover the cost of interdistrict transfers because it has never been found guilty of contributing to student segregation in the suburban school districts.

A spokesman for the 60,500-student St. Louis district said that the system's leaders are generally pleased with the court's decision. But Missouri Attorney General John D. Ashcroft, saying he believes the decision "is just plain wrong," announced that the state will file an appeal with the U. S. Supreme Court.

A spokesman for the U. S. Justice Department said the agency had no comment on the decision.

The court's opinion requires the state to bear the entire cost of student transportation between the city and suburban districts and the cost of the establishment and maintenance of magnet schools in the city.

It also upheld U. S. District Judge William L. Hungate's July 5 order that the state and the city split the cost of educational improvements in city schools that will remain predominantly black. About 30,000 students will continue to attend such schools.

But in its 8-to-1 opinion, the appeals panel held that the state does not have to finance the creation and maintenance of magnet schools in the suburban districts in St. Louis County. The court also said the state does not have to cover the cost of student transfers between suburban districts or the cost of educational improvements in city schools maintaining an acceptable racial balance.

The court said it rejected these aspects of the voluntary desegregation plan approved by Judge Hungate because they will not help to remedy the vestiges of state-sanctioned student segregation in the city.

City school officials said these aspects of the opinion would substantially ease the financial burden on the state for financing the plan.

State officials previously estimated that the plan as approved by Judge Hungate

Continued on Page 17

Districts' Drug-Test Policies Are Questioned

By Cindy Currence

In an effort to "get drugs out of the schools," school administrators in Hope, Ark., last month began enforcing a school-board policy that can require students suspected of using drugs and alcohol to submit to urine and breath tests.

Officials at the Arkansas chapter of the American Civil Liberties Union say that the new policy violates students' constitutional rights, but Gerald Jones, principal of Hope High School, said school officials in the rural community had studied the policy carefully before implementing it and do not believe it is illegal.

"We have a lawyer on our school board and he looked at it very closely," Mr. Jones said. "I don't think the school board would implement anything illegal or infringe on anyone's rights."

Officials of several national education groups in Washington said last week they had heard of other schools using such tests, but were unable to recall specific instances. One official commented that although statistical information is not available, "we know they're out there."

Under the Hope school district's new policy, teachers of the district's 17,000 students in grades 6-12 must report students whose behavior is unusual or who smell of alcohol or marijuana. Depending on the suspected

Continued on Page 15

IN SUMMARY

Responding Rapidly
Parents of West Virginia students have taken the state's new policy on extracurricular activities to court. **Story on Page 5.**

Changing Positions
Two Mississippi judges have reversed their positions and agreed to appoint school-attendance officers. **Story on Page 5.**

Challenging Assumptions
The influence of high school on students' transition to adulthood has been overemphasized, a new study concludes. **Story on Page 8.**

Joining the Union
If some New Mexico officials prevail, the state will no longer be the only one to refuse federal special-education aid. **Story on Page 8.**

Survey on Drug Use
High-school seniors' use of marijuana continued to decline in 1983, a federally sponsored survey says. **Story on Page 9.**

Regulating Private Schools
An appellate court has ruled that Michigan's education department has the authority to regulate nonpublic schools. **Story on Page 11.**

Reagan on Education
President Reagan said last week that his Administration has "put education at the top of the American agenda." **Story on Page 13.**

Moderation on Vocational Education
The Administration and the Senate are proposing new vocational-education legislation. **Story on Page 13.**

Commentary .... **18 and 24**
Computer Column 11
Deadlines 20
Deaths 20
Events 20
Hearings 13
In Federal Agencies 13
In the Press 18
Letters 19
Marketplace 22
New in Print 19
Washington News 13

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THE WEEK

FEDERAL

E.D. Plan To Change Schools' Funding Draws Opposition

A proposal in the U. S. Education Department's fiscal 1985 budget that local school districts, and not the federal government, pay the operating costs of an elementary and a secondary school run by Gallaudet College—the nation's only liberal-arts college for the deaf—has drawn considerable opposition from college officials and Congressional leaders.

The operating costs of the Kendall Elementary School, which enrolls 201 day students from Washington, D. C., and the Model Secondary School for the Deaf, which enrolls 410 students from 33 states, is $18-million. The Education Department has allocated $8 million for research and teacher training; department officials think the remaining $10 million should be paid by the students' local districts, according to a department official who asked not to be identified.

Gallaudet's elementary and secondary schools—which operate at an estimated $16,000-per-student-per-year cost and which were established by the Congress as demonstration sites in 1970 and 1966, respectively—are the only programs for the deaf that have been completely financed by the federal government.

The proposed funding change drew opposition from college officials, who said the new plan would cause a decline in enrollment and favor wealthy students. In a letter to President Reagan, five Congressmen, including Representative Carl D. Perkins, Democrat of Kentucky and chairman of the Education and Labor Committee, voiced their dissatisfaction with the proposal. "There is a history of support in the House and the Senate for Gallaudet," said the Education Department official, adding that he does not think the proposal will pass in the Congress.

House Panel O.K.'s 21 As National Drinking Age

The House Energy and Commerce Committee last week approved a bill forbidding the sale of beer, wine, or liquor throughout the United States to people under 21.

The bill, which would not take effect for two years to give states time to change their laws, was approved following 90 minutes of debate.

An amendment to the bill, introduced by Representative James J. Florio, Democrat of New Jersey and author of the bill, calls for legal cases to be handled in state courts instead of at the federal-court level, according to a committee spokesman.

Nineteen states now have a minimum drinking age of 21; in other states, the minimum age ranges from 18 to 20. The bill will now proceed to the House floor.

House Asks States To Establish Panels on Teachers

The U. S. House of Representatives late last month approved a resolution urging the states to establish commissions on teacher excellence. As envisioned by the House in H J Res 203, the commissions would study such topics as teacher training, licensing, recruitment, and selection, and would make recommendations for improvements in each area. The resolution states that the commissions should report their findings to local, state, and federal education authorities.

The House also passed an amendment to the resolution that calls for the commissions to study alternative types of teacher compensation, including merit-pay and career-ladder plans. The resolution recommends that the states set up commissions; it does not require them to do so.

N.S.B.A Awarded Federal Grant for Excellence Training

The National School Boards Association has been awarded a $133,000 federal grant to provide technical assistance to local boards of education in the development of policies to achieve educational excellence.

The association received a separate $98,000 grant from the U. S. Education Department last year to lay the groundwork for the project, which is scheduled for completion in the fall of 1984. "Never has the leadership role of local school boards been more vital than during these times of rapid social and economic change," said M. Joan Parent, president of the association. "A school district's policies serve as a rationale, a prod, and an agenda for action that can lead to excellence."

The project has six objectives: to develop a data base on school policies that directly affect school excellence and to analyze those policies; to develop a users' guide for the data base; to schedule three regional seminars for state association staff members on how to help board members and administrators establish guidelines and policies to foster excellence; to schedule three regional seminars to provide assistance directly to school-board members; to schedule a conference at which school and business leaders can assess excellence strategies; and to develop a resource directory listing organizations that can assist school districts in promoting excellence.

NATIONAL

Candidate Glenn Proposes Voluntary National Service

In a campaign speech to college students in New Hampshire last week, Senator John Glenn advocated a voluntary national youth-service program that would provide educational grants to young people in exchange for community service.

The Senator, a Democratic Presidential candidate, told the students that he supports the revival of programs like the G.I. Bill of Rights, which provided World War II veterans with educational and housing benefits.

"We have been too tentative to inspire you and too timid to ask you to serve your country," he said. "I say it's high time we turn this situation around."

Two major themes of Senator Glenn's campaign have been the need to aid education and the importance of fostering a patriotic spirit.

Science Search Winners Named

The National Science Teachers Association has announced the 1983 winners of its Search for Excellence in Science Education, established to recognize exemplary science programs.

The 30 winning programs, chosen from 208 nominees in three categories—physics, middle school/junior high, and "nonschool settings"—were selected on the basis of their 1982-83 performances by an N.S.T.A. panel of scientists and science educators.

Representatives from the winning programs, located in such schools as the Whitney M. Young Magnet High School in Chicago and East High School in Salt Lake City, will be awarded plaques and certificates at N.S.T.A.'s annual meeting in Boston in April.

The search is co-sponsored by the Council of State Science Supervisors and the National Science Supervisors Association.

Physics: Roderick S. Dickens Jr., N.B. Forrest Sr. High School, Jacksonville, Fla.; Peter W. Insley and Chandra Bapu, Whitney M. Young Magnet High School, Chicago; Francis X. Finigan, Winchester High School, Winchester, Mass.; J. Bruce Bauer, Stillwater High School, Stillwater, Minn.; Charles Lang, Omaha Westside High, Omaha; LeRoy Kallemeyn, Lloyd Darrow, David Lynes, John Skrocky, Omaha Northwest High School, Omaha; Donald L. Williams and Frank J. Volpe, Scotch Plains Fanwood High School, Scotch Plains, N.J.; Howard N. Fowler, Centerville High School, Centerville, Ohio; Frank Hand, East Greenwich High School, East Greenwich, R.I.; LeRoy Lee, James Madison Memorial High School, Madison, Wis. **Middle/Junior High:** Sam S. Chattin, Scottsburg Jr. High School, Scottsburg, Ind.; David Arlander, Marvin Mikesh, Sam Bailey, George Lueder, Howard Monnet, and Roger Nelson, John Adams Jr. High School, Rochester, Minn.; Benjamin Richardson and Joseph Accongio, City School District of Rochester, N.Y.; Kathaleen Burke, Ann Michael,

Decline in Marijuana Use Reported Among Seniors

By Cindy Currence

High-school seniors' use of marijuana and several other illicit drugs continued to decline in 1983, but the use of cocaine continues at "peak" levels, according to the results of a federally sponsored survey of more than 16,000 seniors in 130 public and private high schools.

The national survey also found that an "alarmingly" high proportion of seniors reported that they engaged in "binge drinking."

The survey, which has been administered annually since 1975, is sponsored by the National Institute on Drug Abuse. The latest in the series was conducted by Lloyd D. Johnston, Patrick O'Malley, and Jerald Bachman, psychologists at the University of Michigan.

In the surveys of the last five years, the proportion of students who reported using marijuana daily has decreased steadily to its 1983 level of 5.5 percent, the lowest level since the drug-abuse institute launched the survey nine years ago. The 1983 level is down half a percentage point from 1982 and is about 5 percentage points lower than in 1978, when the reported daily use of marijuana peaked at 10.7 percent of the students surveyed.

"Clearly, American young people have become more cautious about the regular use of marijuana," agency officials said in the survey report released this month. "Much of this is attributable to their increased concern about the psychological and physical health effects of the drug."

The researchers found that last year 63 percent of seniors believed that regular marijuana smokers run a great risk of harming themselves physically or psychologically, while in 1978 only 35 percent expressed that view.

The report, "Drugs and American High School Students, 1975-1983," states that decreased availability of marijuana apparently does not explain the changes in the use of marijuana; 86 percent of the students said they could obtain the drug if they wanted it.

Barbiturate Use Down

Students also are using other drugs—including amphetamines, barbiturates, methaqualone, and L.S.D.—less often, the survey found. The decrease in barbiturate usage continues a long-term decline that began in 1975, when the proportion of students who said they had used barbiturates in the last year was more than twice as high as its 1983 level of 5 percent.

But not all drugs were found in the most recent survey to be used less frequently, and the researchers caution against concluding that the problem of adolescent drug abuse is over.

"We have experienced a leveling, and the beginning of a decline, in youthful drug involvement," said Mr. Johnston, "but we must not lose sight of the extent of the problem which remains."

The level of students' use of heroin and other opiates has remained virtually unchanged since 1979, as has their use of cocaine, the survey indicates. Of the seniors surveyed in 1983, one in six (16 percent) had used cocaine; 9 percent had used opiates other than heroin; and 1.2 percent had used heroin.

About 40 percent of seniors in 1983 said they had tried an illicit drug other than marijuana—approximately the same level as in 1979.

Alcohol and Cigarettes

The seniors' levels of alcohol and tobacco use changed only slightly from 1982.

Drinking patterns have stayed the same since 1975, according to the annual surveys, with 69 percent of the students reporting that they had used alcohol during the month preceding the survey.

"Binge drinking," which showed a slight decline in 1982, remained at an "alarmingly" high level, the researchers said of the latest survey; 41 percent of the students reported having five or more drinks in a row at some time during the two weeks prior to the survey.

The rate of cigarette smoking among high-school seniors did not change between 1982 and 1983.

Since the first survey in 1975, the proportion of seniors who reported they smoked cigarettes every day has dropped from 26.9 percent to 21.2 percent. In 1980, the survey reported a sharp decline in daily cigarette smoking—from 25.4 percent in 1979 to 21.3 percent. Since 1980, the proportion of high-school seniors who said they smoked daily has remained at about 21 percent.

High-School Senior Drug Use: 1975-1983

	Ever Used Class of Percentages									Used in Last Year Class of Percentages								
	'75	'76	'77	'78	'79	'80	'81	'82	'83	'75	'76	'77	'78	'79	'80	'81	'82	'83
Marijuana	47%	53%	58%	59%	60%	60%	60%	59%	57%	40%	45%	48%	50%	51%	49%	46%	44%	42%
Inhalants	NA	10	11	12	13	12	12	13	14	NA	3	4	4	5	5	4	5	4
Amyl & butyl nitrates	NA	NA	NA	NA	11	11	10	10	8	NA	NA	NA	NA	7	6	4	4	4
Hallucinogens	16	15	14	14	14	13	13	13	12	11	9	9	10	10	9	9	8	7
LSD	11	11	10	10	10	9	10	10	9	7	6	6	6	7	7	7	6	5
PCP	NA	NA	NA	NA	13	10	8	6	6	NA	NA	NA	NA	7	4	3	2	3
Cocaine	9	10	11	13	15	16	17	16	16	6	6	7	9	12	12	12	12	11
Heroin	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Other opiates	9	10	10	10	10	10	10	10	9	6	6	6	6	6	6	6	5	5
Stimulants	22	23	23	23	24	26	32	36	35	16	16	16	17	18	21	26	26	25
Sedatives	18	18	17	16	15	15	16	15	14	12	11	11	10	10	10	11	9	8
Barbiturates	17	16	16	14	12	11	11	10	10	11	10	9	8	8	7	7	6	5
Methaqualone	8	8	9	8	8	10	11	11	10	5	5	5	5	6	7	8	7	5
Tranquilizers	17	17	18	17	16	15	15	14	13	11	10	11	10	10	9	8	7	7
Alcohol	90	92	93	93	93	93	93	93	93	85	86	87	88	88	88	87	87	87
Cigarettes	74	75	76	75	74	71	71	70	71	NA	NA	NA	NA	NA	NA	NA	NA	NA

NA indicates data not available.

Note: Separate questions about the use of PCP (angel dust) and amy and butyl nitrates (poppers) were not asked until 1979.

Source: "Drugs and American High School Students, 1975-1983." National Institute on Drug Abuse. February 1984.

Indiana Civic, Business Leaders Urge School Reform

The Indiana Congress on Education, a coalition of 500 business, community, and education leaders, has decided that "education should be a high priority for the citizens of Indiana." The group voted last month to study how to increase the professional image and status of teaching and how to develop a salary system to attract and retain effective teachers.

The congress, founded two years ago by the Indiana Council on Educational Administrative Associations, voted on these and 30 other measures in an attempt to lay the groundwork for a statewide consensus on educational improvement. Following an initial meeting last June, the group met last month to approve the recommendations. The recommendations grew out of a series of interviews and hearings conducted by regional delegates over the last six months.

The recommendations will now be studied by the congress's futures committee, which will decide on strategies to implement the recommendations and report back to the congress this spring. "We are interested in changing public policy at a grassroots level," said Nancy Cobb, director of the congress. "We don't want to be just another lobby group."

Among the other recommendations for the state that the group will analyze:

- Developing a funding approach that will permit short-range and long-range educational planning;
- Recognizing educational excellence and rewarding academic achievement of students at all levels and learning abilities in all programs;
- Re-examining teacher-certification requirements;
- Reducing the nonteaching duties of teachers;
- Providing stronger leadership and support for teachers from the administrative and school-board level, especially in the area of discipline;
- Providing broad use of school facilities by the total community;
- Teaching communication, critical thinking, decision-making, problem-solving, and study skills as an integral part of learning; and
- Determining the curriculum needs created by demographic, economic, occupational, and technological shifts.

—A.B.

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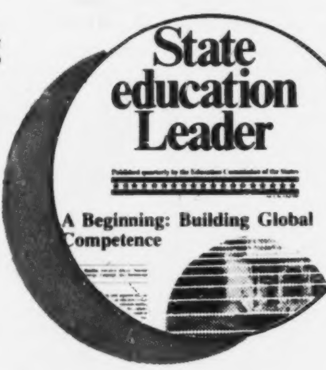

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Survey Shows 30 States Have Adopted Teacher-Competency Tests

20 States Have Started Using the Tests; 12 More Are Investigating the Concept

By Charlie Euchner

Led by the South, more than half of the states have enacted competency-testing programs for teachers, a new survey has found. All but three of the testing programs were enacted after 1977.

Some 30 states had approved testing programs as of last fall, and 12 states are studying the possibility of developing testing plans, according to a report by J. T. Sandefur, dean of the college of education at Western Kentucky University. The report said two states that earlier reported considering the adoption of testing programs—Iowa and South Dakota—had abandoned the idea. *(See accompanying Databank.)*

Mr. Sandefur, in his fourth such annual survey, last fall polled state education officials and teacher-education deans in all 50 states.

"These are efforts to assure the public that the teachers are safe to teach students—they have the tools they need," said Mr. Sandefur of the testing programs. "I hear a lot of people saying that tests are not the only answer, and I think they're right. But they're part of the answer."

The growing movement to test teachers stems from an earlier emphasis on student testing, Mr. Sandefur said.

Of the states adopting competency-testing laws or policies for teachers, 20 already have started to use the tests, according to Mr. Sandefur. Some 25 states' policies require testing for certification and 17 require testing for admission to teacher-training programs. Twenty-five states' programs use examinations to assess basic skills, 20 use tests to assess professional or pedagogical knowledge, and 19 use tests to assess knowledge of major academic fields, Mr. Sandefur's survey reveals.

Some 13 states use or plan to use only national, commercially developed tests such as the National Teachers Examination or the California Achievement Test. Another 11 states rely on tests developed by their own officials. Five states use both and one state did not report what tests it will use.

The reach of the testing programs varies greatly, the report says. For example, the Arkansas legislature last September passed a controversial measure that will require all teachers and administrators to pass basic-skills and academic-subject examinations by 1987 or risk losing their jobs. At the other extreme, Wyoming has no state testing law, but the only education college in the state now requires regular testing of prospective teachers.

Mr. Sandefur said educators now generally support the use of the examinations, although they resisted them initially. Today, he said, the tests tend to be favored by educators for the evaluation of prospective teachers but resisted for the evaluation of experienced teachers.

Cutoff Scores Too Low

Some educators—notably Albert Shanker, president of the American Federation of Teachers—have said the cutoff scores on the teacher tests in many states are too low to ensure that only competent individuals are allowed into the teaching profession. Civil-rights advocates have criticized the examinations as racially biased against blacks and some other minority groups, whose scores on the tests so far have been considerably lower than those of white candidates.

Perhaps the strongest influence on the growing use of competency testing has been the Southern Regional Education Board, Mr. Sandefur said. The organization of state education officials in 1979 advocated the use of teacher testing, and now all of its 14 member states have adopted programs, according to Mr. Sandefur. "Their influence is considerable," he said.

The next logical step in the development of testing programs, Mr. Sandefur said, will be the adoption by many states of "reciprocity" agreements. The S.R.E.B. last year called on its members to use the same tests and standards, and the organization is now developing proposals to put such a plan into effect.

In the early stages of the teacher-testing movement, legislators initiated most of the testing requirements, Mr. Sandefur said. Officials of state education agencies began to consider programs, he said, when the officials determined that "this is what the people want, and we need to beat them [legislators] to it."

So far, 11 states have mandated testing through legislation and 22 have mandated testing through regulation. Three states have mandated testing both ways.

The states listed as having at least partially implemented teacher-testing programs are Alabama, Arizona, Arkansas, California, Colorado, Florida, Georgia, Kentucky, Louisiana, Massachusetts, New Mexico, North Carolina, Oklahoma, Rhode Island, South Carolina, Tennessee, Utah, Vermont, Washington, and Wyoming.

States that have approved testing plans but have not yet implemented them, the study said, are Connecticut, Delaware, Mississippi, Missouri, Nevada, New Jersey, New York, Texas, Washington, and West Virginia.

States Reporting Planning or Discussion of Competency Assessment of Teachers—1983

	Level		Skills Tested				Type of Tests		
State	Admissions	Certification	Basic	Professional	Academic	On-the-Job	Standardized	Customized	Year First Reported Planning
Illinois	X	X	X	—	—	—	—	—	1980
Indiana	X	—	X	—	—	—	—	—	1980
Kansas	X	X	X	—	—	X	—	—	1980
Maryland	X	X	X	X	X	—	X	X	1982
Montana	—	—	—	—	—	—	—	—	1982
Nebraska	X	—	X	—	—	—	—	—	1982
New Hampshire	—	—	—	—	—	—	—	—	1983
North Dakota	—	X	X	—	—	—	—	—	1983
Ohio	—	X	X	X	X	—	—	X	1982
Oregon	X	X	X	—	—	—	X	—	1983
Pennsylvania	X	—	X	—	—	—	—	—	1983
Wisconsin	X	X	X	X	X	—	X	—	1980
Totals: 12	8	7	10	3	3	1	3	2	

Source: "Competency Assessment of Teachers: 1980-1983," by J.T. Sandefur.

States Mandating Competency Assessment of Teachers

	Mandate		Date		Level		Skills Tested				Type of Tests	
	Legislative	St. Bd. of Educ.	Mandated	Implemented	Admissions	Certification	Basic	Professional	Academic	On-the-job	National standardized	Customized
Alabama	—	X	'80	'81	X	X	X	X	X	—	X	X
Arizona	X	X	'80	'81	—	X	X	X	—	—	—	X
Arkansas	X	X	'79	'83	—	X	X	X	X	—	X	—
California	—	X	'81	'83	—	X	X	—	X	—	—	X
Colorado	X	—	'81	'83	X	—	X	—	—	—	X	—
Connecticut	—	X	'82	'85	X	X	X	X	X	—	—	X
Delaware	—	X	'82	'85	—	X	X	—	—	—	X	—
Florida	X	—	'78	'80	X	X	X	X	—	X	—	X
Georgia	—	X	'75	'78	—	X	—	X	X	X	—	X
Kentucky	—	X	'82	'83-'85	X	X	X	X	X	X	X	—
Louisiana	X	—	'77	'79	—	X	X	X	X	—	X	—
Massachusetts	—	X	'79	'82	—	X	X	X	X	—	—	X
Mississippi	—	X	'82	'84	X	X	X	X	—	—	X	—
Missouri	—	X	'83	'84	X	X	X	—	—	—	X	—
Nevada	X	—	'82	—	X	X	X	X	X	X	X	—
New Jersey	—	X	'83	'87	—	X	—	X	X	—	X	X
New Mexico	X	X	'81	'83	X	X	X	X	X	—	—	X
New York	—	X	'83	'84	—	X	X	X	—	X	—	—
North Carolina	—	X	'79	'82	X	X	X	X	—	—	X	X
Oklahoma	X	—	'80	'82	—	X	X	—	X	X	—	X
Rhode Island	—	X	—	'81	—	X	—	—	X	—	—	X
South Carolina	X	—	'79	'83	X	X	X	X	X	X	X	X
Tennessee	—	X	'79	'79	X	—	X	X	X	—	X	—
Texas	X	—	'81	'84-86	X	X	X	—	X	—	X	—
Utah	—	X	—	—	X	—	X	—	—	—	X	—
Vermont	—	X	—	'82	—	X	—	X	X	X	—	X
Virginia	X	—	'80	'84	—	X	—	X	X	X	X	X
Washington	—	X	—	—	X	—	X	—	—	—	X	—
West Virginia	—	X	'82	'85	X	X	X	X	X	X	—	X
Wyoming	—	X	—	—	X	—	X	—	—	—	X	—
Totals:30	11	22	—	—	17	25	25	20	19	10	18	16

Source: "Competency Assessment of Teachers: 1980-1983," by J.T. Sandefur.

Governors Propose School-Improvement Plans

By Sheppard Ranbom

The Governors of Connecticut, Illinois, and Pennsylvania proposed last week that their legislatures approve initiatives designed to produce substantial improvement in the performance of schools.

Gov. William A. O' Neill of Connecticut presented a $4-billion fiscal 1985 budget to the General Assembly that calls for a 10.8-percent increase in spending overall and an 11.8-percent increase in state support for education in grades K-12, according to Gordon Frassinelli, assistant state budget director.

Total expenditures for education would reach $693.1 million, up from $619.9 million in fiscal 1984.

"First and foremost is my concern for the education of our young people and my commitment to their future," Governor O' Neill said.

He said that the state's public schools "have a long and proud tradition of preparing students for higher education and the world of work," but that "there is still room for improvement."

To strengthen elementary and secondary education in Connecticut, the Governor included in his budget package a $44.6-million increase in state aid to local school districts and allocations totaling $5.5 million to establish new programs that would help move the state "along the path to educational excellence," Mr. O' Neill said.

The new initiatives would include $2 million to boost grants for compensatory education; $2 million to provide aid to poor "priority" school districts; $900,000 to develop proficiency tests for pupils in grades 4, 6, and 8; $115,000 to develop competency requirements for those entering teaching; $80,000 to provide incentive loans for those who choose teaching as a career; a $500,000 program for the professional development of teachers and administrators through educational institutes; and $50,000 to study raising graduation requirements.

"To build on the program I have outlined, I will soon appoint a high-level citizens' commission to develop a plan of action to assure excellence in our schools. This plan will serve as the basis for administrative and legislative action in the future, including the question of compensation for teachers," Governor O' Neill said.

The Governor said that the Assembly's plan to equalize education funding between districts would reach 95 percent of full funding in 1985.

ILLINOIS

In Illinois, Gov. James R. Thompson asked legislators to consider a number of education initiatives, including expansion of a master-teacher program, and promised to unveil a three-year reform blueprint for Illinois schools next month.

In his state-of-the-state message, the Governor proposed:

- Expanding a master-teacher program to reach every school building in the state, a plan similar to a program supported by Superintendent Donald G. Gill last month.
- Creating a mathematics and science academy—a residential high school for the state's brightest students. The academy would be located in a high-technology growth area and be linked with business and industry.
- Providing grants totalling $4 million for every school in the state for what the Governor called "discipline [and] school-climate improvements." The grants, an aide said, would be used to bring in consultants to work on curricular development and conduct training workshops for teachers.
- Appointing a commission to examine ways that school districts can operate more efficiently.

Governor Thompson will not release his fiscal 1985 budget until early March; he pledged to offer more comprehensive measures for school reform at that time.

Most state education leaders were disappointed recently when Governor Thompson virtually doomed any substantive reform efforts for this year by opposing extension of an income-tax increase that was enacted last year and is due to expire on July 1.

Nelson Ashline, deputy state superintendent, said he was "heartened by the amount of time the Governor devoted to education in his speech," but added that "we remain concerned about how much money he intends to spend for education."

Reginald Weaver, president of the Illinois Education Association, voiced reservations about the Governor's priorities, saying the chief goal should be adequate support for basic education.

PENNSYLVANIA

Gov. Richard L. Thornburgh's $15.5-billion budget package for fiscal 1985 includes significant increases in instructional support for public schools.

The Governor recommended a 7-percent increase—or an additional $124 million—next year for the basic instructional subsidy for local school districts. He also called for an additional $15.3 million for the state's special-education programs. The 7-percent increase for special education, he said, would "maintain Pennsylvania's standing as a national leader in this particular field."

To improve education in the state, Governor Thornburgh urged the legislature to approve an "agenda for excellence" that would cost the state an additional $48 million next year.

The plan calls for "$10 million to

Continued on Page 17

R4800-24

PRINCIPALS

Awareness of the importance of principals in leading school-improvement efforts has reached the Congress, but strengthening the professional skills of school leaders, many say, will also require changes at the local level in how they are selected.

See Page 8.

PLANNERS

A network of schools has formed to address an issue that many educators say receives too little attention in most school districts—long-range "strategic" planning of curricula to meet the needs of students in the next century.

See Page 12.

TEACHERS

New studies contradict the beliefs that students are not interested in the teaching profession and those entering it are less academically able than those entering other fields; and a survey examines current teacher supply and demand.

See Pages 10 and 11.

511

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Sizer Announces School Coalition To Try Reforms

By Charlie Euchner

WASHINGTON—Theodore R. Sizer, whose report on American high schools was released here last week, has announced the creation of a coalition of schools that will attempt to implement the reforms outlined in his study.

Mr. Sizer, former dean of the Harvard Graduate School of Education and headmaster of Phillips Academy at Andover, Mass., said he would recruit five to 12 public and private schools to become part of the "coalition of essential schools." The coalition will be headquartered at Brown University and will operate for 10 years starting this fall.

The proposals included in *Horace's Compromise: The Dilemma of the American High School* would fundamentally alter the way public and private schools operate, Mr. Sizer said. Teachers would have responsibility for fewer students than most do now, the curriculum would be simplified, students would be required to demonstrate

Continued on Page 17

Final Passage Likely Of Career-Ladder Bill

By Charlie Euchner

Gov. Lamar Alexander of Tennessee this week could sign into law the legislation that he has been promoting for more than a year—a measure that would fundamentally alter the teaching profession in the state's public schools.

The Senate passed the so-called master-teacher legislation—under which the state would increase taxes and create a "career ladder" for teachers—earlier this month. The House last week passed its own version, and, two days later, the Senate began the final stage of maneuvering by considering whether it would accept the House version of the legislation.

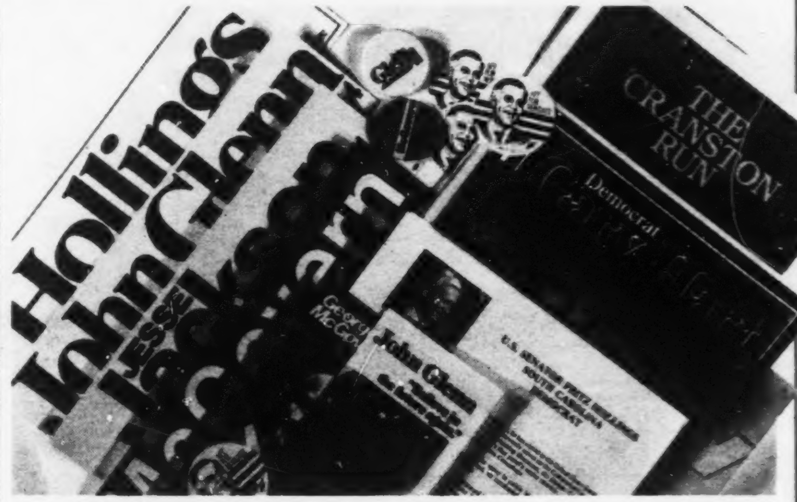
Governor Alexander called the special session of the legislature seven weeks ago to deal exclusively with education issues. *(See Education Week, Jan. 11, 1984.)*

The Tennessee Education Association was bitterly opposed to the teacher initiatives until last month, when it reversed its position and reached a compromise with supporters of the bill in the Senate.

Continued on Page 17

Education and the Democrats: The Contest Begins

By Thomas Toch



During the debate between the Democratic Presidential candidates staged 10 days ago in Des Moines, the Rev. Jesse L. Jackson and former Vice President Walter F. Mondale were asked what they felt the proper federal role in education should be and what specific programs they would offer to strengthen schools and colleges.

"First of all," Mr. Mondale replied, "the President must lead in providing financial help for elementary and secondary education. . . And I have a major, carefully calibrated program to bring that about."

Mr. Jackson, in his response, said adequate funds are necessary to ensure an "opportunity" for good schooling. But he also talked of a "crisis in effort" in education.

Too many students are watching television instead of studying, school athletics are emphasized at the expense of academics, and parents are failing to discipline their children in the rigors of school work, he said.

The response earned him one of the evening's loudest rounds of applause from the audience of 3,800 Iowans.

As the eight Democratic contenders prepared for their first major primary contest this week, the enthusiastic response to Mr. Jackson's answer, observers of education politics say, pointed to the dilemma the candidates and their party face in carving out effective ways to use the education issue to their advantage in the November election.

The observers note that President Reagan has for months done what Mr. Jackson did in Iowa—successfully discuss education policy, not in the traditional terms of appropriations levels or new federal initiatives, but by affirming values and beliefs held by many Americans. Mr. Reagan has endorsed prayer, discipline, rewarding merit, and freedom of choice in his recent addresses on education.

Continued on Page 15

Police Seizure of Student Discipline Records Provokes Outcry

N.J. District Officials Unsure of Reason for Action

By Cindy Currence

School officials and parents in Summit, N. J, an affluent suburb of Newark, have reacted with anger and legal countermoves to the "unprecedented" confiscation by local police of student discipline records from central administration offices and the principal's office of the district's one junior high school.

According to Anne Cooper, a spokesman for the Summit School District, the police who presented school officials with a search warrant on Feb. 9 were looking for information on students who had been suspended from the school district for drug-related incidents.

"Four plain-clothes policemen came in the front door and went straight to the the superintendent's office," Ms. Cooper said. The police officers spent two hours going through the suspension records in the office of Superintendent of Schools Richard Fiander. The officers searched in files from as far back as 1975 and removed an unknown number of the files, all of which contained information on students who had been suspended for drug-related infractions, Ms. Cooper said.

The search of the junior high school "was quite another scene," Ms. Cooper said. There, three officers arrived and removed all the school's disciplinary files for the last eight years. They took hundreds of files, Ms. Cooper said, that included information on "everything from snowball fights to more serious incidents."

Based on language in the warrant that authorized the search, school authorities speculate that the police department may be investigating drug activity in the 2,900-student school district, but according Ms. Cooper, the motive behind what she characterized as an "unprecedented" search and seizure remains a mystery.

At the time of the search, Mr. Fiander said, he immediately called the school district's lawyer, Steven Hoskins, and within 24 hours, the lawyer filed an emergency motion seeking the return of the students' records.

On Feb. 10, Superior Court Judge Edward W. Beglin Jr. ordered police to turn the records and related materials over to the court to be held until a judgment regarding the legality of the search is made.

Records on 'Crimes'

The search warrant police officers produced for Mr. Fiander and the principal of Summit Junior High School authorized the seizure of "all records pertaining to any crimes committed in the Summit Junior High School by students and any records of disciplinary actions taken against these students."

The warrant also authorized the seizure of "evidence as a result of these crimes, such as narcotics and alcoholic beverages."

The police department's action was "ab-

Continued on Page 17

IN SUMMARY

Alabama Joins 'War Against Mediocrity'
Governor Wallace has proposed major reforms for education and an increase in taxes to finance them. **Story on Page 5.**

Oklahoma Responds to a 'Crisis'
A temporary tax increase will avert a deficit that would have wiped out many recently enacted school reforms. **Story on Page 5.**

Maine Moves Toward Changes
A commission is recommending higher teacher salaries, a master-teacher plan, and changes in teacher certification. **Story on Page 6.**

Proposals Advance in North Carolina
Governor Hunt's special commission has recommended limited class sizes and a recommitment to learning. **Story on Page 6.**

Upgrading Education in Texas
The state board of education has tentatively approved curriculum reforms that include higher graduation standards. **Story on Page 7.**

School Finance in Wyoming
A review of the new school-finance formula adopted a year ago indicates that it is working but could be improved. **Story on Page 7.**

Tomorrow's Agenda
Twenty-three schools have formed a network to address the topic of long-range strategic planning for schools. **Story on Page 12.**

The Annual Report on P. L. 94-142
For the sixth consecutive year, the number of students in special-education programs has risen, the report finds. **Story on Page 13.**

Commentary ....18 and 24
Databank 10
Deadlines 20
Events 20
In Federal Agencies 13
Letters 19
Marketplace 22
Media Column 5
New Bills 13
Washington News 13

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THE WEEK

FEDERAL

Sen. Hatch Seeks Compromise on Bill For Math, Science

The chairman of the Senate Labor and Human Resources Committee has formulated a plan to keep proponents of school-desegregation aid from adding a controversial amendment to the bill that would create a $425-million program for the improvement of mathematics and science instruction.

According to Senate aides and local school officials, the chairman, Senator Orrin G. Hatch, Republican of Utah, has proposed adding $60 million to the mathematics-science bill for large urban school districts that lost money as a result of the creation of the Chapter 2 education block-grants program in 1981. Most of those losses occurred because desegregation aid under the Emergency School Aid Act was folded into the block-grants program.

A group of Senators led by Daniel P. Moynihan, Democrat of New York, and Thomas F. Eagleton, Democrat of Missouri, has planned to offer an amendment to the mathematics-science bill that would resurrect E.S.A.A. with funding of $100 million annually. The measure has languished in the Senate since its approval by the Labor and Human Resources Committee last May because of Senator Hatch's opposition to the proposed rider.

The compromise proposal being circulated by the committee chairman would earmark $10 million for the creation of science-and-technology summer camps for urban students. The remaining $50 million could be used by the urban districts for the creation of magnet schools, equipment purchases, and other projects to upgrade academic achievement.

According to Larry O. Maynard, a past president of the National Committee for School Desegregation and a strong proponent of the proposed E.S.A.A. amendment, the main objection to Senator Hatch's proposal is that it contains no language regarding school desegregation. He added, however, that backers of the amendment are "encouraged that the Senator seems willing to reach a compromise on the matter."

Rep. Edwards Raps Justice Department's Brief in Denver Case

The U. S. Justice Department's recent decision to participate in an upcoming school-desegregation trial in Denver represents "yet another step backwards in civil-rights enforcement," the chairman of the House Subcommittee on Civil and Constitutional Rights said last week.

Earlier this month, the department filed papers with a federal district judge in Denver outlining the legal precedents it believes the court should consider in determining whether the 52,000-student district has adequately complied with previous orders to desegregate.

In its Feb. 8 filing, the department's civil-rights division noted it has not yet taken a position on the merits of the school board's motion seeking "unitary" status. It said it expects to file a "friend-of-the-court" brief in April "setting out in greater detail our legal analysis and conclusions."

In the papers it filed with U. S. District Judge Richard P. Matsch, the department said courts should adopt a two-part test for determining when to end school-desegregation orders.

The first, it said, was "whether the defendant school authorities have fully and faithfully implemented a constitutionally acceptable desegregation plan designed . . . to eliminate all vestiges of the prior dual system." The second is "whether the school officials have subsequently refrained from intentionally segregative acts."

Representative Don Edwards, Democrat of California and chairman of the House subcommittee, urged Judge Matsch to reject the legal framework being advanced by the department. If the department's position is adopted, "it won't matter if proven [violators] of the law in this, or any other, school-desegregation case succeed in righting the wrongs they were found to have committed," he said.

"It will be enough if they can say that they made a good-faith effort," Representative Edwards continued. "In other words, results are irrelevant as long as they said they tried."

NATIONAL

Bar Association Members Favor Performance Pay

Most of the members of the American Bar Association who responded to a recent survey said they favored awarding salary increases and promotions to teachers based on performance evaluations rather than on a seniority system.

According to the results of a telephone survey conducted for the *American Bar Association Journal* by Kane, Parsons & Associates of New York City, 78 percent of those questioned said they supported performance-based pay scales.

Sixty-nine percent of the 525 association members and all of the 82 members of the law-student division surveyed said they favored raising college-admissions standards to require competence in core subjects, including English, mathematics, and science.

The survey, which appears in the February issue of the *Journal*, also found that 83 percent of those surveyed think students taking remedial work should achieve grade-level competence before being promoted.

Only 30 percent of the respondents said they favored a policy of isolating habitually unruly students in special schools.

Some 47 percent of those questioned said they favored tracking students on the basis of standardized-test performance in remedial, vocational, or college-preparatory programs. And 54 percent said they supported granting parents deductions or credits on their state income tax for private-school tuition.

STATES

Protesting Teachers Stand in Line for Custodian's Job

About 100 public-school teachers protesting their low salaries lined up outside a post office in Summerville, S.C., this month to apply for a custodian's job that offered $7,000 more than starting South Carolina teachers make.

"We're doing this as a protest because we want to show people that we make much less than a janitor who doesn't even need to have a high-school diploma," said Eileen Maness, a junior-high-school teacher in Summerville.

The annual salary for the custodian's position was listed as $19,867 by the post office. The average salary for public-school teachers in South Carolina is about $12,000, Ms. Maness said .

She added that the teachers participating in the demonstration hoped their action would draw attention to Gov. Richard Riley's plan to improve education. The Governor has recommended that the state provide additional funds to education for improving teachers' salaries.

Board of Education Reassessing Texas School-Finance Plan

Anticipating a special legislative session in June, the Texas State Board of Education is re-examining the state's school-finance formula, with an eye toward improving teachers' salaries and narrowing the

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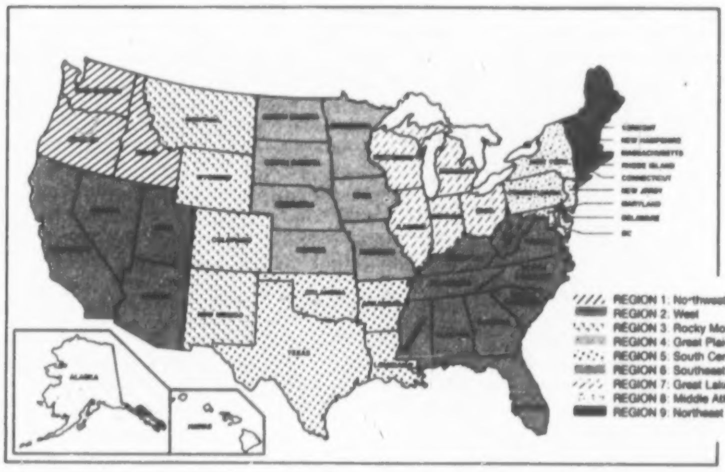
DATABANK

Teacher Supply/Demand by Field and Region



These tables are based on a survey of 60 university teacher-placement officials representing all regions of the country. It is an opinion survey, reflecting the best estimates of the respondents, and was conducted by James N. Akin, of the Career Planning and Placement Center at Kansas State University. Mr. Akin has conducted similar surveys each year since 1976 for the American Association for School, College, and University Staffing, a 700-member organization of placement and personnel officials.

REGION	Alaska	Hawaii	1	2	3	4	5	6	7	8	9	Continental United States						
Field												1984	1983	1982	1981	1980	1979	1976
Agriculture	3.00	4.00	4.00	3.00	2.50	3.00	4.00	4.00	3.67	3.00	3.00	3.44	4.02	4.36	4.46	4.73	4.67	4.06
Art	2.00	2.00	1.50	1.67	1.56	2.17	2.33	2.00	2.00	1.80	2.00	1.89	1.92	1.84	2.00	2.46	2.06	2.14
Bilingual Education	4.00	4.00	4.60	4.70	3.67	4.67	4.40	4.00	4.29	3.00	3.50	4.04	3.83	4.13	4.10	4.21	4.32	—
Business Education	3.00	3.00	2.92	3.50	2.50	3.20	2.63	3.00	3.57	4.00	3.00	3.11	3.24	3.47	3.50	3.80	3.65	3.10
Computer Programming	4.00	—	4.75	4.50	4.33	4.70	4.80	4.60	4.67	4.60	4.00	4.34	—	—	—	—	—	—
Counselor-El.	2.00	3.00	3.33	2.50	3.00	3.00	2.75	2.67	2.86	2.75	2.40	2.80	3.03	2.72	3.05	3.38	2.96	3.15
Counselor-Sec.	3.00	3.00	3.00	2.43	3.00	3.00	2.50	2.50	2.71	2.75	2.40	2.67	2.63	2.79	3.13	3.76	3.03	2.69
Data Processing	—	—	4.50	4.50	5.00	2.33	4.00	4.67	4.33	4.25	4.00	4.18	4.36	3.86	4.35	—	—	—
Driver's Ed.	1.00	3.00	2.92	2.33	3.50	2.50	2.56	3.00	2.17	1.00	3.00	2.61	2.94	2.77	2.67	2.98	3.06	2.44
Elementary-Primary	1.00	1.00	2.00	2.86	1.40	2.00	2.44	2.00	2.33	2.00	1.60	2.13	2.11	2.02	2.24	2.77	2.19	1.78
Elementary-Inter.	1.00	1.00	2.00	2.71	1.75	2.17	2.44	2.17	2.33	2.40	1.40	2.20	2.11	2.26	2.56	2.84	2.33	1.90
English	3.00	3.00	2.17	3.36	3.17	3.83	3.63	3.00	3.21	3.00	2.25	3.13	2.90	3.21	3.37	3.51	2.78	2.05
Health Ed.	1.00	3.00	1.66	2.50	1.80	1.50	1.63	1.67	2.00	2.40	2.50	1.30	1.76	1.90	2.24	2.17	2.18	2.27
Home Economics	4.00	3.00	2.33	2.50	2.00	2.25	2.17	2.40	2.71	2.67	2.50	2.43	2.44	2.43	2.54	2.85	2.67	2.62
Industrial Arts	2.00	4.00	3.30	3.00	2.67	2.60	4.33	3.75	3.33	4.25	4.00	3.50	3.96	4.36	4.72	4.77	4.66	4.22
Journalism	—	3.00	1.75	2.60	2.75	3.40	2.43	2.40	3.00	2.33	2.00	2.60	2.63	2.61	2.77	2.98	2.50	2.86
Language-French	—	3.00	2.33	2.14	3.20	3.33	3.25	3.33	3.86	3.20	2.00	3.00	2.59	2.49	2.58	2.68	2.49	2.15
Language-German	—	3.00	2.50	2.14	2.83	3.30	3.50	3.67	3.71	3.60	2.00	3.08	2.51	2.48	2.58	2.70	2.17	2.03
Language-Spanish	—	3.00	3.00	2.71	3.00	3.17	3.38	3.33	4.14	3.20	2.25	3.18	2.77	2.68	2.85	3.34	2.88	2.47
Library Science	5.00	3.00	3.00	3.25	3.50	2.80	3.50	3.40	3.67	2.50	4.00	3.30	3.09	3.12	3.31	3.58	4.28	—
Mathematics	3.00	4.00	4.83	4.71	4.33	4.83	5.00	4.83	5.00	4.80	4.50	4.78	4.75	4.81	4.78	4.80	4.68	[illegible]
Music-Instr.	4.00	2.00	3.83	3.43	3.67	3.33	3.56	2.50	3.43	2.20	2.75	3.25	2.97	3.28	3.33	3.65	3.33	3.03
Music-Vocal	4.00	2.00	3.83	2.67	3.20	3.33	2.89	2.67	3.43	2.20	2.50	3.00	2.89	2.95	3.06	3.32	2.97	3.00
Nurse	3.00	—	2.66	4.00	—	3.33	3.00	3.75	3.67	3.50	4.00	3.40	—	—	—	3.50	3.62	3.93
Physical Education	—	1.00	1.83	1.86	1.30	1.17	1.75	1.50	1.14	2.20	2.25	1.81	1.54	1.72	1.80	1.82	1.67	1.74
Psychologist (school)	3.00	—	4.00	2.71	3.80	3.33	3.00	2.80	2.92	3.00	2.25	2.98	3.19	3.56	3.70	3.87	3.43	3.09
Science-Biology	3.00	4.00	3.00	3.36	3.33	3.33	3.67	3.17	3.71	3.40	2.75	3.40	4.10	3.68	3.89	3.50	3.48	2.97
Science-Chemistry	4.00	4.00	4.17	4.07	3.67	4.50	4.63	4.33	4.00	4.80	4.00	4.25	4.30	4.13	4.42	4.18	4.09	3.72
Science-Earth	3.00	3.00	4.67	3.43	3.20	4.00	4.13	3.50	3.43	3.20	3.50	3.70	3.80	3.89	4.06	3.64	3.82	3.44
Science-General	3.00	3.00	3.67	4.00	3.17	3.50	4.13	3.83	3.43	3.20	3.75	3.65	—	—	4.31	4.10	4.00	—
Science-Physics	4.00	4.00	4.17	4.14	3.83	4.75	4.63	4.67	4.71	4.80	4.25	4.45	4.48	4.41	4.56	4.28	4.36	4.04
Social Science	3.00	2.00	1.17	1.17	1.67	2.33	2.25	2.00	2.14	2.50	1.50	1.91	1.76	2.11	2.05	1.98	1.83	1.51
Social Worker (school)	—	—	2.25	1.33	2.00	4.00	1.80	2.80	3.60	3.80	2.00	2.33	2.27	2.34	—	—	—	—
Speech	—	2.00	2.00	2.40	2.60	2.92	2.50	3.20	2.79	3.50	3.00	2.70	2.51	2.76	2.65	2.50	2.47	2.46
Special-ED (PSA)	3.00	3.00	3.83	3.75	4.25	4.00	4.14	3.83	3.43	3.80	3.50	3.84	4.08	3.98	4.22	4.36	4.22	3.42
Special-Gifted	5.00	3.00	3.83	3.75	4.00	3.20	4.20	4.33	3.67	3.25	3.50	3.74	3.80	3.81	4.10	4.33	4.56	3.85
Special-LD	3.00	3.00	3.83	3.50	4.50	4.00	4.38	4.33	4.29	3.25	3.40	3.88	4.08	4.20	4.47	4.48	4.50	[illegible]
Special-MR	3.00	3.00	3.83	3.60	4.50	3.17	4.00	3.33	2.86	3.50	3.25	3.55	3.71	3.84	4.14	4.23	4.39	2.87
Special-Mult. Handi.	3.00	4.00	3.80	4.50	4.25	[illegible]	4.29	3.67	3.29	3.50	3.80	3.77	3.83	3.92	4.13	3.87	3.24	—
Special-Reading	3.00	3.00	4.00	3.14	3.25	3.40	4.00	3.50	3.57	3.25	2.80	3.48	3.39	3.73	4.21	4.23	4.27	3.96
Speech Path./Audiology	4.00	—	3.13	3.50	2.67	4.50	4.17	4.40	4.00	4.00	4.00	3.83	3.62	3.95	4.27	4.17	3.83	3.68
COMPOSITE	**3.03**	**2.91**	**3.15**	**3.07**	**3.02**	**3.25**	**3.36**	**3.24**	**3.32**	**3.20**	**2.88**	**3.19**	**3.14**	**3.20**	**3.39**	—	—	—

Regions are coded as follows: Alaska, Hawaii, 1-Northwest, 2-West, 3-Rocky Mountain, 4-Great Plains/Midwest, 5-South Central, 6-Southeast, 7-Great Lakes, 8-Middle Atlantic, 9-Northeast. Alaska and Hawaii are not included in the Continental United States totals.

5 = Considerable shortage, 4 = Slight shortage, 3 = Balanced, 2 = Slight surplus, 1 = Considerable surplus

— indicates data were not available

SOURCE: Association for School, College and University Staffing—James N. Akin

Relative Demand by Teaching Area and Year
Continental United States

	1984	1983	1982	1981	1980	1979	1976
Teaching fields with considerable teacher shortage..............(5.00-4.25):							
Mathematics	4.78	4.75	4.81	4.79	4.80	4.68	3.86
Science-Physics	4.45	4.46	4.41	4.56	4.28	4.36	4.04
Computer Programming	4.34	—	—	—	—	—	—
Science-Chemistry	4.25	4.30	4.13	4.42	4.18	4.09	3.72
Teaching fields with slight teacher shortage ....(4.24-3.45):							
Data Processing	4.18	4.36	3.86	—	—	—	—
Bilingual Education	4.04	3.83	4.13	4.10	4.21	4.32	—
Special Education (learning disabled)	3.98	4.09	4.20	4.47	4.48	4.50	4.00
Special Education (emotionally disturbed)	3.84	4.08	3.98	4.22	4.36	4.22	3.42
Speech Path./Audiology	3.83	3.62	3.95	4.27	4.17	3.83	3.68
Special Education-Multi. Handicapped	3.77	3.82	3.93	4.13	3.87	3.24	—
Special Education-Gifted	3.74	3.80	3.81	4.10	4.33	4.56	3.85
Science-Earth	3.70	3.80	3.89	4.08	3.64	3.82	3.44
Science General	3.65	—	—	—	—	—	—
Special Education (mentally retarded)	3.55	3.71	3.84	4.14	4.23	4.39	2.87
Industrial Arts	3.50	3.96	4.36	4.72	4.77	4.68	4.22
Special Education-Reading	3,48	3.39	3.73	4.21	4.23	4.27	3.96
Teaching fields with balanced supply and demand ....(3.44-2.65):							
Vocational Agriculture	3.44	4.02	4.36	4.46	4.73	4.67	4.06
Science-Biology	3.40	4.10	3.66	3.98	3.50	3.49	2.97
Nurse (School)	3.40	—	—	—	—	—	—
Library Science	3.30	3.09	3.12	3.31	3.58	4.26	—
Music-Instrumental	3.25	2.97	3.28	3.33	3.65	3.33	3.03
Language, Modern-Spanish	3.18	2.77	2.68	2.95	3.34	2.88	2.47
English	3.13	2.90	3.21	3.37	3.51	2.78	2.05
Business	3.11	3.24	3.47	3.50	3.80	3.65	3.10
Language, Modern-German	3.08	2.51	2.48	2.58	2.70	2.17	2.03
Language, Modern-French	3.00	2.59	2.49	2.58	2.68	2.49	2.15
Music-Vocal	3.00	2.89	2.95	3.06	3.32	2.97	3.00
Psychologist (School)	2.98	3.19	3.56	3.70	3.87	3.43	3.09
Counselor-Elementary	2.80	3.03	2.72	3.05	3.38	2.96	3.15
Speech	2.70	2.51	2.76	2.65	2.50	2.47	2.46
Counselor-Secondary	2.67	2.83	2.79	3.13	3.76	3.03	2.69
Teaching fields with slight surplus of teachers..............(2.64-1.85):							
Driver's Education	2.61	2.94	2.77	2.87	2.98	3.06	2.44
Journalism	2.60	2.63	2.61	2.77	2.98	2.50	2.86
Home Economics	2.43	2.44	2.43	2.54	2.85	2.67	2.62
Social Worker (School)	2.33	2.27	2.34	—	—	—	—
Elementary-Intermediate	2.20	2.11	2.26	2.56	2.84	2.33	1.90
Elementary-Primary	2.13	2.11	2.02	2.24	2.77	2.19	1.78
Social Science	1.91	1.75	2.11	2.05	1.98	1.83	1.51
Health Education	1.90	1.76	1.90	2.24	2.17	2.16	2.27
Art	1.89	1.92	1.84	2.00	2.45	2.08	2.14
Teaching field with considerable surplus of teachers..............(1.84-1.00):							
Physical Education	1.61	1.54	1.72	1.80	1.82	1.67	1.74

Key: 5 = Greatest Demand, 1 = Least Demand — indicates data were not available

Based upon a survey of teacher-placement officers

Source: Association for School, College and University Staffing—James N. Akin

Average Salary Reports

		Special Education		Elementary/Secondary	
		Bachelors	Masters	Bachelors	Masters
REGION 1	1981-82	12,651	13,750	12,410	13,417
	1982-83	13,275	14,500	13,038	14,250
	1983-84	13,607	15,400	13,806	15,000
REGION 2	1981-82	12,505	13,510	12,505	13,510
	1982-83	13,000	14,922	13,707	14,772
	1983-84	13,900	15,723	14,375	15,665
REGION 3	1981-82	14,157	15,389	13,742	15,475
	1982-83	15,061	16,550	14,421	15,700
	1983-84	14,681	16,917	14,345	16,313
REGION 4	1981-82	13,291	15,438	12,758	14,883
	1982-83	12,789	—	12,051	—
	1983-84	13,914	15,659	13,144	15,345
REGION 5	1981-82	11,792	12,503	11,175	11,725
	1982-83	12,903	13,813	12,642	13,302
	1983-84	13,090	14,335	12,815	14,114
REGION 6	1981-82	12,078	13,396	11,498	12,567
	1982-83	11,750	12,750	12,000	12,750
	1983-84	13,875	15,225	13,480	14,725
REGION 7	1981-82	12,503	13,958	12,090	14,040
	1982-83	13,213	15,477	12,890	15,054
	1983-84	14,140	15,475	13,328	14,825
REGION 8	1981-82	11,875	12,500	11,875	12,500
	1982-83	12,875	13,875	12,875	13,875
	1983-84	13,333	14,500	13,250	14,500
REGION 9	1981-82	10,000	11,100	10,332	11,100
	1982-83	10,500	11,750	10,365	11,000
	1983-84	11,667	13,233	11,369	13,233
ALASKA	1981-82	22,000	25,000	22,000	25,000
	1982-83	22,000	25,000	22,000	25,000
	1983-84	—	—	—	—
HAWAII	1981-82	13,271	14,245	13,271	14,245
	1982-83	14,598	15,669	14,598	15,669
	1983-84	14,589	15,669	14,596	15,669

The above average salary reports for beginning teachers are from data furnished by survey respondents. The averages in some cases are based upon limited salary input, thus reliability is not assured.

Regions are coded as follows: Alaska, Hawaii, 1-Northwest, 2-West, 3-Rocky Mountain, 4-Great Plains/Midwest, 5-South Central, 6-Southeast, 7-Great Lakes, 8-Middle Atlantic, 9-Northeast.

— indicates data were not available

SOURCE: Association for School, College and University Staffing—James N. Akin, January 1984

Studies Find Supply, Quality Of Future Teachers Is Promising

By Charlie Euchner

Enough young people might be interested in the teaching profession to meet the demand for the next several decades, and the academic standing of students who enter teacher-preparation programs is as strong as that of other college students, two separate studies have concluded.

The conclusions of the reports appear to contradict assumptions about the status of the current and future teaching forces contained in many of the recent reports about education. The National Commission on Excellence in Education, for example, concluded that "not enough of the academically able students are being attracted to teaching."

A survey of 5,000 students at 21 high schools in six states, sponsored by Texas Christian University, found that 9 percent of all college-bound seniors were "very interested" and 26 percent were "somewhat interested" in pursuing a career as a teacher.

Another survey, conducted at six colleges in Pennsylvania, suggests that education majors are as academically able as most of their college peers—a finding that contradicts the low rating given them by many educators on the basis of Scholastic Aptitude Test scores.

The reading and study skills of the 491 education students involved in the survey are near or above the norms of all college students nationwide, according to the Pennsylvania researchers. The authors of the report say the colleges in the survey were roughly representative of all colleges in the state.

'Aggressive Recruiting'

John N. Mangieri, the dean of the school of education at Texas Christian University and the co-author of the report on high-school students' career aspirations, said that teacher-training institutions should take advantage of the large pool of people expressing an interest in the profession by "aggressively recruiting" prospective teachers and by pressing for substantial salary increases for teachers. He said education schools should model their recruiting efforts after efforts in recent years to attract black engineering students, which have dramatically increased the proportion of such students.

The teacher-training programs most likely to be successful in attracting these students, the research suggests, are those that emphasize subject matter rather than methodology and provide early clinical experience.

About 10 percent of college students will have to prepare for careers in education if the demand for teachers is to be met in the coming years, according to Phillip C. Schlecte, professor of education at the University of North Carolina at Chapel Hill.

Mr. Mangieri cautioned that schools might have staffing prob-

Continued on Page 17

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WASHINGTON

Increase Found in Handicapped Pupils Enrolled in Special-Education Classes

By Susan G. Foster

WASHINGTON—The overall number of handicapped students in special-education programs increased last year for the sixth consecutive year, with much of the growth attributable to expanded services at the preschool, secondary, and college levels, according to the Education Department's latest report to the Congress on special education.

During the 1982-83 school year, nearly 4.3 million children nationwide received special education and related services, representing a 1.5-percent increase over the previous school year, according to the 1984 progress report on the states' implementation of P. L. 94-142, the Education for All Handicapped Children Act.

The report noted that the number of preschool-age children in programs for the handicapped grew by 6.4 percent and the number of handicapped students in postsecondary schools increased by 9 percent.

Although precise figures for secondary students were unavailable, a survey of eight states conducted by the National Association of State Directors of Special Education found that the number of high-school students in special education "increased more rapidly than the number of students served in younger age groups," according to the report.

The report noted that from 1979-80 to 1982-83, for example, the number of special-education students between the ages of 12 and 17 increased by about 45 percent, while the total handicapped population of school age declined by 2.2 percent. Similarly, the overall handicapped school-age population in Illinois grew during that same period by 2.4 percent, while the number of handicapped high-schoolers receiving special-education services rose by 9.8 percent.

The increase at the secondary level, the report suggested, was produced by state efforts to expand the range of program options available to handicapped students who previously were underserved and to help prepare students "for life after high school."

Steady Improvement

"The goals of the Act are being achieved," Madeleine C. Will, the department's assistant secretary for special education and rehabilitative services, asserted in the report's introduction. "The data contained in this report show steady improvement in the provision of education services to handicapped children."

"At the same time," according to Ms. Will, "there are areas where further improvement is needed," such as the integration of handicapped children in "the least restrictive environment," the expansion of services to handicapped preschoolers, and the improvement of transitional services preparing handicapped adolescents for employment.

Ms. Will reiterated the department's decision not to pursue any further revisions to the regulations governing P. L. 94-142. Instead, she said, the department will provide technical assistance to state and local officials who are having "problems arising from the current rules." *(See Education Week, Nov. 9, 1983.)*

According to Ms. Will, that decision was based on an 18-month review of the regulations, which led department officials to the conclusion that there is "general satisfaction" with the existing regulations.

Procedures Re-Examined

Despite the progress of the last few years, several areas remain troublesome for state and local officials, who, according to the report, have begun to re-examine how children are referred, identified, and placed in special-education programs.

The report noted that educators continue to be concerned over the growing number of children identified as learning-disabled; that concern has prompted some states to adopt procedures to guard against misclassification of students, the report notes.

A study conducted by the Colorado Department of Education estimated that more than 50 percent of

Continued on Page 15

Pupils Discuss Drugs With First Lady

UPI

At the Island Park Elementary School in suburban Seattle, Mrs. Reagan last week heard students' views on drug abuse as part of her national anti-drug campaign.

Children Ages 3-21 Served Under P.L. 89-313 and P.L. 94-142 During School Year 1982-83

State	All conditions	Learning disabled	Speech impaired	Mentally retarded	Emotionally Disturbed	Other health impaired	Multi-handicapped	Hard of hearing and deaf	Orthopedically impaired	Visually handicapped	Deaf-blind
Alabama	81,609	20,899	16,235	34,986	6,115	401	979	1,136	381	423	54
Alaska	12,017	6,826	3,374	665	362	58	218	200	243	56	15
Arizona	51,862	25,710	11,195	6,002	5,286	662	843	1,043	747	374	0
Arkansas	49,004	19,436	10,493	16,013	608	249	753	739	421	269	23
California	364,313	198,696	92,056	28,580	9,457	14,701	4,776	7,217	7,033	2,203	229
Colorado	45,126	19,654	7,796	5,795	7,596	0	2,029	1,018	815	331	92
Connecticut	66,010	29,352	13,896	6,208	13,089	918	476	986	363	719	3
Delaware	14,405	6,670	1,747	2,115	2,943	125	31	294	311	127	42
District of Columbia	5,809	1,629	1,780	1,237	697	67	94	83	140	43	39
Florida	155,609	58,105	46,256	27,537	17,077	1,569	78	2,086	2,060	770	71
Georgia	112,555	35,722	26,782	28,214	17,412	696	356	1,847	913	606	7
Hawaii	12,876	8,189	1,962	1,514	438	9	187	248	214	63	52
Idaho	17,673	8,233	4,350	2,948	518	423	298	430	306	161	6
Illinois	261,769	96,805	75,784	44,546	31,684	1,722	1,134	4,198	4,392	1,400	104
Indiana	100,228	27,434	41,360	24,189	2,775	282	1,458	1,362	818	526	24
Iowa	56,109	21,340	14,656	12,228	4,749	207	757	1,061	853	241	17
Kansas	44,159	16,190	14,274	6,779	4,323	51	405	771	719	277	370
Kentucky	73,170	20,064	24,922	21,741	2,356	608	1,295	943	761	461	19
Louisiana	86,009	39,707	20,701	15,742	4,225	1,769	995	1,707	665	469	29
Maine	26,485	8,974	6,136	5,167	4,225	251	738	403	429	151	11
Maryland	90,879	48,366	24,209	7,943	3,596	560	3,239	1,500	828	587	51
Massachusetts	138,480	48,884	31,848	29,357	18,970	1,939	3,047	1,939	1,525	831	140
Michigan	155,771	56,467	44,081	26,971	20,400	10	187	3,059	4,684	912	0
Minnesota	77,658	34,748	19,013	13,789	5,855	886	4	1,635	1,296	419	33
Mississippi	50,883	16,788	16,796	15,381	422	1	227	635	353	233	47
Missouri	99,984	36,224	33,202	19,530	7,017	704	817	1,175	842	390	83
Montana	15,215	7,208	4,790	1,515	683	127	323	247	114	183	25
Nebraska	30,448	12,227	9,246	5,669	1,887	0	347	514	400	150	8
Nevada	13,326	7,041	3,232	1,047	790	342	369	175	264	65	1
New Hampshire	14,143	8,220	2,325	1,419	1,197	226	235	276	137	103	5
New Jersey	161,481	62,736	61,280	12,463	15,254	1,508	3,741	2,028	1,213	1,221	37
New Mexico[1]	26,334	12,237	6,789	2,782	2,164	95	1,346	422	308	134	57
New York	264,835	116,753	41,661	37,810	44,225	5,913	6,882	5,086	4,347	2,002	156
North Carolina	120,586	49,019	25,808	33,240	5,599	1,186	1,680	2,305	1,015	692	42
North Dakota	10,802	4,340	3,600	1,920	297	113	0	257	181	80	14
Ohio	202,234	72,031	56,932	56,802	6,302	0	2,815	2,783	3,538	983	48
Oklahoma	65,819	28,625	20,389	12,582	1,039	228	1,291	,852	434	338	41
Oregon	46,201	23,459	11,614	4,781	2,565	569	116	1,408	933	713	43
Pennsylvania	196,277	63,413	61,684	46,402	16,659	8	5	4,165	2,119	1,813	9
Puerto Rico	35,173	1,852	1,206	21,159	795	2,099	2,552	2,237	522	2,696	55
Rhode Island	18,589	11,729	3,337	1,496	1,165	210	105	240	221	67	17
South Carolina	71,705	20,930	19,596	22,404	5,710	150	422	1,191	801	488	13
South Dakota	11,841	3,563	5,413	1,461	320	60	392	304	234	60	14
Tennessee	106,091	42,804	32,996	20,245	2,853	1,452	1,729	2,186	1,082	717	27
Texas	289,343	150,768	66,544	30,769	17,707	5,465	7,526	4,868	3,525	1,999	172
Utah	38,968	13,611	8,375	3,159	10,623	234	1,458	829	283	351	45
Vermont	9,309	2,973	2,695	2,563	393	116	196	206	120	44	3
Virginia	100,713	38,614	30,703	16,878	6,723	469	3,090	1,615	719	1,875	27
Washington	64,295	31,286	13,511	9,400	3,949	1,536	1,740	1,385	1,070	380	38
West Virginia	42,418	14,719	12,774	11,066	1,412	923	326	490	393	313	2
Wisconsin	72,219	27,224	18,024	13,234	9,598	505	699	1,245	1,196	451	44
Wyoming	11,144	5,095	3,164	943	978	227	317	127	177	75	21
American Samoa	244	1	50	161	0	2	9	13	2	3	3
Guam	2,031	530	243	913	63	12	119	87	19	32	13
Northern Marianas	–	–	–	–	–	–	–	–	–	–	–
Trust Territories	–	–	–	–	–	–	–	–	–	–	–
Virgin Islands	1,237	220	245	626	35	0	29	47	11	12	12
Bur. of Indian Affairs	4,849	2,531	1,047	723	251	33	199	34	17	14	0
U.S. and Territories	**4,298,327**	**1,745,871**	**1,134,197**	**780,831**	**353,431**	**52,026**	**65,479**	**75,337**	**57,506**	**31,096**	**2,583**

[1] These are New Mexico's child count figures. However, New Mexico does not participate in P.L. 94-142.

Source: U.S. Education Department

IN FEDERAL AGENCIES

Education of the handicapped. The Education Department announced, in the Feb. 15 *Federal Register*, an extension of the closing date to March 30 for new applications to the Training Personnel for the Education of the Handicapped Program. Contact: Max Mueller, Director, Division of Personnel Preparation, Office of Special Education Programs, E.D., Room 4628, Switzer Building, 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 245-0005.

Education of the handicapped. The National Institute of Handicapped Research of the Education Department published, in the Feb. 15 *Federal Register*, proposed amendments to the regulations governing the Institute's fellowship program. Comments on the proposed amendments must be received by March 16. Contact: Betty Jo Berland, National Institute of Handicapped Research, E.D., Room 3511, 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 472-5801.

Native American programs. The Department of Labor published, in the Feb. 10 *Federal Register*, proposed allocations, distribution formulas, and individual grant-planning estimates for various Native American programs funded under Title IV, Section 401, and Title II, Part B, of the Job Training Partnership Act. Among the programs are the Summer Youth Employment and Training Programs for the summer of 1984. Comments must be received by April 1. Contact: Paul A. Mayrand, Acting Director, Office of Special Target Programs, Room 6122, 601 D Street, N.W., Washington, D.C. 20213; (202) 376-6225.

Student loans. The Education Department announced, in the Feb. 10 *Federal Register*, the deadlines for receipt of various documents from students applying for Pell grants and from institutions participating in the Pell Grant Program during 1983-84. Contact: Gail L. Cornish, Pell Grant Program Specialist, Policy Section, Pell Grant Branch, Division of Policy and Program Financial Assistance, Office of Postsecondary Education, E.D., Room 4318, ROB-3, 400 Maryland Ave., S.W., Washington, D.C. 20202; (202) 472-4300.

Student loan regulations. The Education Department published, in the Feb. 10 *Federal Register*, proposed regulations concerning requests from states seeking federal approval to issue tax-exempt bonds to finance Guaranteed Student Loans and PLUS loans. Comments on the proposed regulations must be received on or before March 12. Contact: Mr. David Bayer, Guaranteed Student Loan Program, Office of Postsecondary Education, U.S. Department of Education, Room 4310, ROB-3, 400 Maryland Ave., S. W., Washington, D. C. 20202; (202) 245-2475.

NEW BILLS

Following is a summary of bills recently introduced in Congress that may be of interest to those in elementary and secondary education. Copies of the bills may be obtained by writing the Senate Documents Office, Rm. S325, U. S. Capitol Bldg., Washington 20510 or the House Documents Office, Rm. H226, U. S. Capitol Bldg., Washington 20515.

SENATE

S 2273—Student aid. A bill to establish a "Student Aid Volunteer Earnings" program for high-school seniors, graduates, or drop-outs. The program would enable participants to work in community service while completing their schooling and to contribute a portion of their earnings to an educational trust fund to finance further education with additional contributions from the federal government. By Senator Glenn (D-Ohio).

S 2275—School leadership. A bill to establish a program for improving the leadership and management skills of school administrators, and for other purposes. by Senator Chafee (R-R.I.).

S [illegible]—Vocational education. A bill to amend the Vocational Education Act of 1963 to place representatives of certain community-based organizations on state, local, and national advisory councils; to give special consideration for certain proposals for vocational-education grants; and to require certain allocations for vocational-education programs. By Senator Specter (R-Pa.).

HOUSE OF REPRESENTATIVES

HR 4763—Vocational education. A bill to consolidate existing federal vocational-education programs and simplify certain requirements. The bill would also authorize certain national and statewide programs that teach vocational skills to workers. By Representative Erlenborn (R-Ill.) and three others.

HR 4764—Savings accounts for education. A bill to amend the Internal Revenue Code of 1954 to allow income-tax deductions for contributions to education savings accounts. By Representative Fields (R-Tex.).

Education and the Democrats: Contest for the Presidency Begins

Continued from Page 1

The public, if not the education community, has responded favorably to the President's discussion of education in these terms, polls show. A recent *Time*/Yankelovich Poll, for example, found that 72 percent of adults favor allowing prayer in schools, while only 18 percent oppose it.

As a result, in spite of Mr. Reagan's calls in his first three years in office for large cuts in the U. S. Education Department's budget, the education issue that has traditionally won votes for Democratic candidates is working to Republicans' advantage, pollsters and others say.

Another recent *Time*/Yankelovich Poll, for example, found a sharp drop over the past year in the number of people who said the Democratic Party was better able to provide "quality education," though voters still said by a greater than 2-to-1 margin that the Democrats were more likely provide better schools than Republicans were.

"The President is adroitly talking about nonspending issues and getting himself on the side of angels," said Paul E. Maslin, vice president of Cambridge Survey Research, a firm founded by Patrick H. Caddell, President Jimmy Carter's pollster.

Nonetheless, the pollsters say, their research shows that education will still be an important issue to the Democratic candidates.

"The economy and war and peace are the two big issues," said Mr. Maslin. "But beyond that, education is at the top of the list. It will be a very real issue all year long."

With some voting groups, the Democratic Party's performance on education will apparently be particularly important. Women between the ages of 25 and 40 are the most concerned about the condition of the schools and most skeptical of the Democrats' ability to deal the problem, according to Dotty Lynch, president of Lynch Reseach Inc., Senator Gary Hart's polling firm.

Support from that group, Ms. Lynch says, is crucial if a Democratic candidate hopes to defeat Mr. Reagan in November.

Focus on Future Challenges

Polls show that "future issues" are rising in importance among many voters and interviews suggest that many Democratic candidates view those issues as a way to counter Mr. Reagan.

The candidates will most often discuss the issue, aides say, as part of an effort to project themselves to voters as best able to address such national challenges as the reshaping of the workforce to take on high-technology occupations and making the country competitive in an increasingly global economy.

This is the apparent strategy of former Vice President Walter F. Mondale, Senators John Glenn, Gary Hart, and Ernest F. Hollings, and former Senator George McGovern--candidates who, their aides say, are focusing on education in their campaigns. Advisors to former Gov. Reubin Askew and Senator Alan Cranston say their candidates are placing less emphasis on education in their campaigns. An aide to the Rev. Jesse L. Jackson says he will emphasize education in his campaign, using the same tone as he did in the Des Moines debate.

"Education is a surrogate for a discussion about what the future will be like," said Decker Anstrom, an education advisor to the Mondale campaign. "While Ronald Reagan talks nostalgically about times past, we are going to be talking about the future and his failure to invest in it."

"The thrust of the [Glenn] campaign is to get the people thinking about the future," said Michael Wack, Mr. Glenn's issues coordinator. The Senator makes a point of mentioning his education program at each campaign stop, he added.

Mr. Anstrom, who as an official in the Office of Management and Budget in the Carter Administration helped establish the Education Department, was one of three authors of Mr. Mondale's $11-billion education program released last May. *(See accompanying story on page 14 .)*

The co-authors were Martin Kaplan, Mr. Mondale's deputy campaign manager for issues and speech writing and formerly executive assistant to U. S. Commissioner of Education Ernest L. Boyer, and Bert Carp, a longtime aide to Mr. Mondale and deputy assistant to the President for domestic affairs and policy in the Carter Administration.

Mr. Mondale's program, which calls for sizable increases in spending for compensatory education and student aid, a $4.5-billion "Fund for Excellence," an "Education Corps" to attract top teachers, and $1 billion for research, was criticized by the Reagan Administration when it was announced last May as another example of Democratic over-spending.

But Mr. Anstrom says it "dramatically underscores what a Mondale Presidency and a second Reagan Presidency would be like." Mr. Mondale, he said, sees an important federal role in education and is "prepared to invest" in it.

Senator Glenn has proposed a set of initiatives that would cost an estimated $3 billion to $5 billion. It includes doubling to 2,000 the number of magnet schools in the country and the size of the federal compensatory-education programs, creating 2,000 inservice training centers for teachers, a scholarship program for prospective teachers, awards to outstanding teachers, and a volunteer program for youths.

Senator Hollings has proposed the most costly federal initiative, a $15-billion program to provide a $5,000 salary increase to every teacher in the country; the annual salary supplements would continue indefinitely.

A 'Stolen' Issue

Democratic aides say their candidates will make an issue of Mr. Reagan's attempts to reduce federal support for education in his first three years.

"He has stolen an issue that should have been ours," said Carolyn T. Kamlet, a legislative aide to Senator Gary Hart of Colorado. "But that hasn't changed our tack. Once we stack our record up against his, people will understand who is strong for public education."

Mr. Hart worked closely with the N.E.A. in 1982 in drafting the American Defense Education Act, legislation that would provide federal funding to improve the teaching of mathematics, science, computer science, and foreign languages. It is still pending before the Congress.

"Reagan has had an interesting ride," said Mr. Anstrom of the Mondale campaign. "It's been him against a cacophany of Democratic voices. When there is a clear alternative to his policies, the situation will change. Mondale is going to expose the Reagan education program for what it is—the most anti-education policy in history."

"As the campaign progresses people will come to see that the Reagan policy is much like that of the Wizard of Oz—all smoke and illusions," said Mr. Wack of the Glenn campaign. "Once you take your attention to the man behind the curtain, what has been a Democratic issue will remain a Democratic issue."

"It is going to be difficult to attack Reagan because many of the things he talks about are close to a lot of people, but when those abstractions are seen in the context of what has actually done in education, you get a different picture," said Jack Jennings, staff director of the Democratically controlled House Education and Labor Committee. "The point is that there are 2.5 million fewer kids in the school-lunch program and 800,000 fewer in Chapter 1 programs than when Reagan came into office."

"There is still an opportunity to raise [with voters] the general Reagan insensitivity on the issue and to question whether he really has an education plan for the future," added Mr. Maslin. "It's an open question whether the voters really support Reagan on education."

"We find voters being realistic and very hard-nosed," said Geoffrey D. Garin, senior vice president of Peter Hart Research Associates, a Washington-based firm that is doing the polling work for the Mondale campaign. "People don't want money for money's sake, they want money for quality's sake. They want to know who's getting the job done. Education is not a values issue, it's a performance issue."

Excellence Versus Access

Nonetheless, Mr. Reagan's recent success with the education issue seems to have resulted in some rethinking of policy within some Democratic party quarters.

"The emphasis [within in the Democratic Party] over the last couple of decades was on access to education," said Mr. From of the House Democratic Caucus. "But there is a change in policy taking place within the party, especially among the younger members. Now the theme is "a return to excellence" in education. The President has done an incredible job of turning education policy into [a discussion of] values and we are trying to do the same thing. Our value is excellence. But in no way are we abandoning the access issue."

In "Renewing America's Promise," a recently published policy "blueprint," the caucus wrote that although access to education must be preserved for all, "the emphasis in the schools must be on quality."

According to Linda Tarr-Whelan, director of government relations for the N.E.A. and a member of several Democratic Party policymaking bodies, the party will also stress that national resources be used for local programs. "It's a new thrust," she said. "In the past, the thinking was, 'There's a job out there to be done, the feds should do it'." The party has not yet begun to draft its 1984 education plaform, she said.

Mr. From of the House Democratic Caucus said it would be a mistake for Democratic Presidential candidates "to harp on Reagan's budget cuts in education."

"You've got to undersand why the President has been successful. A battle over whether you are going to up the budget a few billion isn't meaningful to most people. Values and principles are."

Charlie Euchner contributed to this report.

More Handicapped Pupils Enrolled in Special-Education Classes

Continued from Page 13

children classified as learning-disabled in the state did not meet the state's legal definition or the definitions commonly accepted by most professional diagnosticians, according to the report. Among the reasons for such discrepancies, the report noted, are that the criteria for identifying learning-disabled students include a wide range of problems and that the schools in general lack alternatives for children who have learning problems.

According to the report, more than 1.7 million students have been classified as learning-disabled, representing more than 40 percent of all children who receive special-education services.

But since the states have undertaken special efforts to classify children properly, the annual growth rate of the learning-disabled category has slowed considerably, from 15 percent in 1980-81 to about 7 percent in 1982-83, the report added.

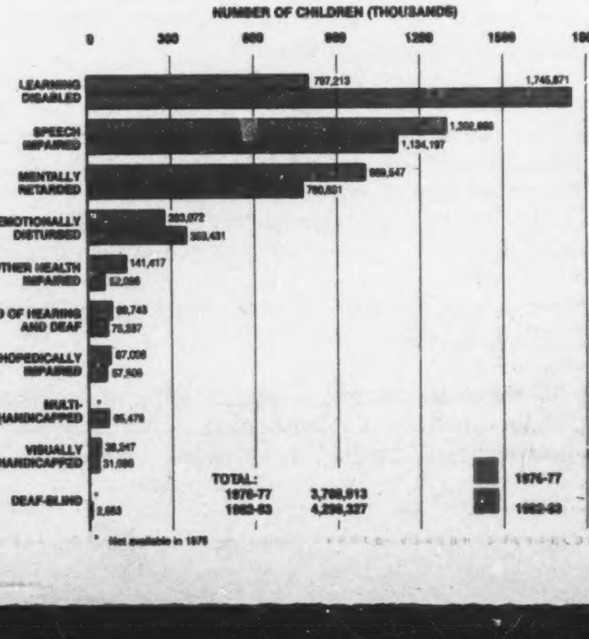
This year's report drew praise from Senator Lowell P. Weicker Jr., Republican of Connecticut and chairman of the Subcommittee on the Handicapped.

The Senator last year criticized the Education Department's 1983 annual report, contending that it "lacked detail for understanding compliance with the law." *(See Education Week, Aug. 17, 1983.)*

The report also disclosed that:

- Thirty-eight states now mandate services for at least some handicapped preschool children between birth and age 5. Seventeen require services for all handicapped children ages 3 through 5.
- There is still a "critical" need for the states to expand special-education services for children from birth to age 2, according to the report. Only five states now require services for this age group.
- Many school districts are expanding their vocational-assessment services, and some are offering vocational and pre-vocational programs for handicapped students much earlier in their schooling.
- Some districts have created special programs to help handicapped students between the ages of 18 and 21 in making the transition from school to work.
- The total number of special-education teachers increased from 232,627 in 1980-81 to 235,386 in 1981-82, according to the report. However, the number of teachers declined within certain categories, such as teachers of learning-disabled students. The states estimate that 280,000 special-education teachers will be needed during the 1984-85 school year.
- During the 1981-82 school year, nearly 68 percent of all handicapped children received most of their education in regular classes; another 25 percent attended self-contained classes within a regular school. Fewer than 7 percent of all handicapped children were educated in special schools.
- Forty percent of states monitored last year for compliance with the federal law were found to have problems with the provision requiring that students be placed in the "least restrictive environment." The report noted that the problem frequently resulted from placing all students with a specific handicapping condition in one program, rather than in regular classes.

Handicapped Children Served, 1976-77 and 1982-83



Studies Find Supply, Quality Of Future Teachers Is Promising

Continued from Page 11

lems even if most of those interested in education pursue teaching. He noted that 13 percent of all young women in the survey indicated "great" interest in teaching, compared with 5 percent of all young men. Conversations with students in some of the schools, Mr. Mangieri said, showed that most of the young women were interested in teaching at the elementary-school level—a factor that could leave the elementary schools overstaffed and secondary schools understaffed.

The extent to which an early interest in teaching results in a student's decision to pursue the profession, the report suggests, depends on the students' perception of the relevance of professional training programs and the prospects for professional advancement.

Seventy-six percent of the students who expressed an interest in teaching said a major factor in their interest was their "knowledge and skill in a subject," and 68 percent said a major factor was their "interest" in the academic subject.

The factors that were found to be relatively unimportant included prestige and recognition, working conditions, and the influence of a relative or friend who is a teacher. No more than 34 percent of the sample group rated any of these factors as "very important."

Such findings suggest that "teacher-preparation programs that emphasize a strong content major and early field-based experience should be effective in attracting and retaining selected groups of students," the report said.

Some educators have claimed during the debate over education reform that education schools are detached from the everyday operation of schools. *(See Education Week, Feb. 15, 1984.)*

Reading Skills Measured

In the Pennsylvania study, 491 students admitted to education programs at six colleges last fall performed slightly above the national norm on the Nelson-Denney Reading Test. The students' reading skills were measured to be on the level of students in the middle of their second year in college.

Some 22 percent of the education students scored "above the limits of the test"—the level of a person almost one year after graduation from a four-year college.

The students scored above the national average on tests of study habits and attitudes. The students at the six colleges scored an average of between 128 and 147 on a scale of 200 on a the Brown-Holtzman Survey of Study Habits and Attitudes. The national average is 114.

The study was conducted at Pennsylvania State University, St. Francis College, Millersville University, the University of Pittsburgh, Marywood College, and Indiana University of Pennsylvania.

The authors of the report—Mary M. Dupuis of Pennsylvania State, Anne Mallery of Millersville, and Dee Wallace of St. Francis—say they will continue the study this spring and eventually expand it to include assessment of mathematical skills.

The survey of high-school students was supported by the Research Fund at Texas Christian University. It was conducted last fall by Mr. Mangieri and Richard E. Kemper, associate professor of education at the University of South Carolina.

Legal Challenge Follows Police Seizure of Discipline Records

Continued from Page 1

solutely unconstitutional," said John Stamler, prosecutor for Union County, who is in the process of investigating the search.

Mr. Stamler said the search warrant issued by Municipal Court Judge Russel H. Hulsizer was "far too broad" and did not list the specific documents sought, as required by law. It also apparently authorized only a search of the school district's administrative offices, not of the office of the junior-high-school principal.

"I am satisfied that serious questions affecting the integrity of the law-enforcement process have been raised," Mr. Stamler said.

Based on the specific mention of drugs in the search warrant and on "rumors," Mr. Stamler speculated last week that the police department may be investigating drug use in the city's schools at the request of city officials.

"There has been information circulated in and around Summit that there may have been undue influence placed upon the police by one or more public officials to pursue the application for a search warrant and that public officials other than the police may have had access to the school records," Mr. Stamler said.

Police Chief Frank Formichella and Robert J. Harlaub, the mayor of Summit, last week declined to comment on the search.

Mr. Stamler has recommended to Judge Beglin that a special grand jury be appointed to investigate the matter.

At a hearing before Judge Beglin last Friday, lawyers for the district were scheduled to file a formal motion seeking the return of the students' files. Judge Beglin was expected to make a decision on the legality of the search warrant at that time.

Parents Upset

Since the records were seized, the school district has received hundreds of phone calls from parents saying they are worried about how the disciplinary records will be used by city police, said Ms. Cooper, the district spokesman. "We are very concerned about the rights of the students," she added.

Last week, the Summit Congress of Parents and Teachers invited community members to a meeting of the group's Presidents Council to air their concerns about the search.

School officials, including Mr. Hoskins, were on hand to answer questions from parents, who are "very upset about what's happened," said Margaret Taylor, president of the Summit Junior High School P.T.A.

According to officials of national education groups, the incident in Summit is an uncommon one.

"It seems to me that it is highly unusual," said Gary Marx, associate executive director of the American Association of School Administrators, "and if I were a school administrator in that district, I would be very alarmed."

Interrogating Students

"I don't know of any similar incidents," said Ivan Gluckman, counsel to the National Association of Secondary School Principals.

The issue of police coming into schools does arise fairly often, Mr. Gluckman said, but the incidents usually have to do with whether or not police can interrogate students at school or arrest them at school, he said.

Removing school records does require a search warrant, Mr. Gluckman said, because the Family Educational Rights and Privacy Act of 1974 otherwise requires parents and students to give their permission before school records are released.

Coalition of Schools Formed To Test Reforms

Continued from Page 1

knowledge in "exhibitions" as well as in paper-and-pencil tests, and the age-grouping of students would end.

Mr. Sizer, named chairman of the education department at Brown last week, sharply criticized the "top-down" initiatives, such as increased graduation requirements, that have been proposed in many states. "We cannot simply tinker with the present system, adding courses or increasing requirements," Mr. Sizer said. Any successful reform effort, he added, must give greater authority and incentives to principals and teachers.

Research Project

Mr. Sizer's book is the first of three reports to be issued from "A Study of High Schools," the research project Mr. Sizer has headed for the last five years. *(See Education Week, Nov. 16, 1983.)* The study was sponsored by the National Association of Secondary School Principals and the National Association of Independent Schools, with support from the Carnegie Corporation of New York, the Commonwealth Fund, the Charles E. Culpeper Foundation, the Gates Foundation, the Esther A. and Joseph Klingenstein Fund, and the Edward John Noble Foundation.

The two education associations will also take part in the coalition, Mr. Sizer said at a news conference here.

Central to Mr. Sizer's plan are the use of Socratic teaching and the requirement that students demonstrate proficiency in their studies by "showing off [their knowledge] in exhibitions." He said no students should advance to high school or receive diplomas until they demonstrate mastery in basic subjects.

"As soon as you build in the imperative that students show off, you have a great ripple effect," Mr. Sizer said.

The scale of the new coalition's work "is deliberately limited" to between five and 12 schools, Mr. Sizer said. He said he would be "hard pressed to do more schools in an intensive way" because the projects will require "getting to know the community" and occasionally revising reform plans.

Mr. Sizer said some school officials have expressed interest in developing regional networks that could link informally with the coalition. He said he would support such an arrangement.

An advisory committee of the coalition, Mr. Sizer said, will select school districts and communities that support such changes—"soul brothers and soul sisters"—to participate in the coalition. The coalition's schools will spend 10 percent more than they do now, which they will raise themselves, to run their programs, he said. Mr. Sizer said a 10-percent budget increase would enable schools to handle "up-front" planning costs. Mr. Sizer explained that he expects the coalition to include primarily schools from inner-city areas because "those communities seem to be prepared to take greater risks."

'Political Struggle'

Many educators agree with the principles outlined in *Horace's Compromise,* Mr. Sizer said, but changing the structures of most public and private schools would require "a good deal of political struggle."

Many of the changes—such as asking teachers to perform different tasks and abandoning the practice of spending a set amount of classroom time on certain subjects—would require that participating schools be exempted from some state regulations.

Educators interested in implementing the reforms of the study will have two major advantages in dealing with state education bureaucracies, Mr. Sizer said—the growing support for requiring students to demonstrate academic competency and "a growing fear of Armageddon."

The anxiety that many students today feel about the possibility of nuclear war, Mr. Sizer said, has profoundly affected their attitudes about education. More than any generation, he said, today's students "understand that the world's a tough place" and will seek a sophisticated education.

Career-Ladder Bill Likely To Pass

Continued from Page 1

Bracey Campbell, the Governor's chief lobbyist for the legislation, said legislative leaders have told him that the Senate will vote this week to approve the version of the legislation passed by the House of Representatives.

In a 62-to-29 vote, the House approved legislation last Tuesday to establish the five-step system for ranking teachers. The House also approved by a 52-to-45 vote a one-cent increase in the state's sales tax of 4.5 percent.

The House and the Senate bills differ "in minor ways," said a spokesman for the state department of education. If the upper chamber does not approve the House version, a joint legislative committee will negotiate to resolve the differences.

The major difference between the bills, officials said, is the decision by the House to delete an amendment that would have reduced by five the number of pupils allowed in classes in grades K-3. House members balked at the provision because of its cost to local districts, and Senate leaders said they would agree to drop the provision.

The chambers have technical differences about the sales-tax hike and other differences on the details of the businesses tax increases. The two chambers disagree, for example, about whether bingo games and cable television stations should be included in an amusement tax.

The sales-tax increase is expected to raise about $281 million and the hikes in business taxes are expected to raise another $70 million.

The legislation will be phased in over a three-year period starting with the 1984-85 school year, Mr. Campbell said. The education department will hire some 200 officials to evaluate teachers in the state. Only new teachers will be required to take part in the differential-pay plan.

Governor Alexander's initiative has attracted national attention during the debate over "merit pay" in recent months. Mr. Campbell said all 50 states and many other countries had requested information about the Governor's plan.

Mr. Campbell said Governor Alexander's frequent meetings with teacher groups made possible the success in the special session of the legislature.

N.C. Remedial Study

Expressing concern about the number of high-school graduates who require remedial education in college, the North Carolina State Board of Education has approved a $100,000 study of the students' educational history to determine "where things went wrong."

C. D. Spangler Jr., chairman of the board, told board members that the University of North Carolina system spends between $4 million and $5 million a year on remedial education.

"We ought to try to find out—by name—our students that are in remedial classes and track back to see where things went wrong, because somewhere we failed," Mr. Spangler told the board.

The money for the project will come from a federal block grant to the state of $550,000. The study will be conducted in cooperation with universities.

R4800-2A

TEACHERS

The Governor of Tennessee last week was expected to sign the career-ladder plan that attracted nationwide publicity, while Florida officials prepared to implement what they call the nation's first statewide merit-pay plan.

See Pages 5 and 6.

STUDENTS

New studies of student values and behavior suggest that adolescents worry more about their performance in school than about anything else, and that prevention programs may be the most effective way to discourage drug use.

See Pages 8 and 10.

ADMINISTRATORS

With an eye to securing future support for their programs, state administrators of Chapter 2 block grants began during their first national meeting last week to develop a list of criteria they can use to measure the effectiveness of the new grants system.

See Page 13.

5/2

EDUCATION WEEK

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House Committee Seeks Probe of N.I.E. Bidding

Panel Finds Violations In Award to Harvard

By Charlie Euchner

WASHINGTON—A Congressional subcommittee, which has concluded that the National Institute of Education committed "several apparent violations" of federal regulation [illegible] handling recent bidding for a major g[illegible], has asked for a major probe of the N.I.E.'s management of past bidding.

In a letter to Charles A. Bowsher, the comptroller general of the General Accounting Office, the chairman of the Congressional panel said the N.I.E. acted illegally when it awarded Harvard University a contract to establish a center to study educational technology.

A spokesman for the G.A.O., the investigative arm of the Congress, said a decision about whether to conduct such an inquiry will be made after it completes another probe related to the circumstances surrounding the Harvard grant. That investi-

Continued on Page 18

Cincinnati Settles 10-Year-Old Desegregation Case

N.A.A.C.P. Consents to Plan With 'Local Flexibility'

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Benjamin Hooks, head of the N.A.A.C.P., which agreed to the Cincinnati plan. Mr. Hooks is also working with Louisville civil-rights leaders, above, to defeat a new busing proposal in that city.

By Carol Ellison
Special to Education Week

CINCINNATI—The National Association for the Advancement of Colored People, the Cincinnati Public Schools, and the State of Ohio this month apparently ended a 10-year-old desegregation case with a tentative settlement that allows the local school district to choose its own methods of desegregating its schools.

The Cincinnati case is the first in which the N.A.A.C.P. has consented to give a district such flexibility in methods for desegregation, negotiators for the civil-rights association said. But if the district fails to meet the numerical desegregation goals within seven years, the settlement gives the association the right to have the contract enforced by the courts.

Under the agreement announced on Feb. 16, the 51,000-student school district, which is about 57 percent black, must substantially reduce segregation in its schools by 1991, using an index that measures racial isolation by a districtwide standard. A federal-court hearing will be held halfway through the seven-year term to determine whether the district is progressing toward that goal.

The state will provide $35 million toward the development and expansion of the desegregation methods identified in the plan. Those methods include magnet schools, upgraded remedial programs in schools with large proportions of low-achieving students, and a community-education program.

The agreement has been approved by the Cincinnati and state boards of education. It is expected to be entered with the U. S. District Court here following an April 6 hearing at which Judge Walter Rice will determine whether the plaintiffs believe they were adequately represented by N.A.A.C.P. negotiators.

'Voluntary Choices'

In announcing the agreement, Judge Rice said, "There's cause to believe that the wide variety of voluntary choices available under the settlement will make it unnecessary for any child to ride a bus except by choice."

Thomas I. Atkins, chief counsel for the N.A.A.C.P., said, "That is the district's hope. We don't disagree that they can try it. But it's deceptive and inaccurate to suggest that that's the only way it can get done."

Mr. Atkins added, "This is not a voluntary plan. It is a fairly precise set of requirements with the techniques [for desegregation] being left to the local school district."

The Cincinnati agreement, Mr. Atkins said, does not signal a shift in the N.A.A.C.P.'s approach to desegregation

Continued on Page 17

Fla. Leaders Urge Multi-State Effort To Improve Texts

By Anne Bridgman

Political leaders in Florida, including Gov. Robert Graham, are moving to carry out an unusual mandate contained in a major state education bill that calls for the creation of an interstate consortium "to enhance the quality of instructional materials."

In a strongly worded letter sent this month to chief state school officers, legislators, state board of education members, representatives of the National Education Association, and publishers nationwide, the Florida leaders point to the "pervasive" influence of textbooks and other classroom materials on the educational process and say that their state's school-improvement efforts "have been impeded repeatedly by the declining quality of the instructional materials available for our students' use."

The letter—signed by Governor Graham,

Continued on Page 18

Magnet Schools: The New Hope for Voluntary Desegregation

But Effectiveness Debated, Despite Federal Endorsement

By Peggy Caldwell

For much of the past few years, reflecting general concerns about the quality of public schooling, discussions of magnet schools have centered on their potential for providing intensive instruction in such subjects as science and mathematics, serving as models of effectiveness, and increasing family choice within the public system.

But in recent weeks, settlements in cases involving Bakersfield, Calif., and the Ohio cities of Lima and Cincinnati have once again directed attention to these specialty schools as they were originally conceived—as tools for desegregation.

The three negotiated settlements share one common element: They do not require the mandatory cross-district reassignment of students, depending instead on voluntary measures for desegregation. Chief among those measures in each case is the establishment of specialty schools—characterized by theme-oriented curricula and voluntary-enrollment policies—that are intended to draw a diverse group of students from all over the district, thus, the planners hope, alleviating racial imbalances in neighborhood schools as well.

NEWS ANALYSIS

Despite periodic complaints (usually from principals of nonmagnets) that magnet schools are elitist and skim off the best students, the educational value of the magnet concept is generally accepted, according to researchers and other observers, particularly where planners take pains to make the specialty schools inclusive and of service to other schools in the district. But their utility as the sole tool for desegregation remains a matter of considerable debate. Civil-rights activists and many scholars have long held that voluntary measures alone cannot effect a significant degree of desegregation in most school districts. And if "significant" is construed as meaning approximate racial balance in every school building, there was ample evidence to back up their position.

"Two years ago, it [voluntary desegregation] was supposed to have been kind of a dead letter," says Mark A. Smylie, a research associate at Vanderbilt University's Institute for Public Policy Studies and author of a 1982 study of desegregation techniques. "There was good consensus out there as to what works and what doesn't work."

The available research, case studies, and interviews with scholars who have examined desegregation suggest that if the goal is approximate racial balance in every

Continued on Page 15

IN SUMMARY

Improving Teaching in Vermont . . .
The state is developing a program to train college graduates with liberal-arts degrees to become teachers. **Story on Page 7.**

. . . And in New Hampshire
A statewide committee has recommended opening new avenues into teaching for liberal-arts graduates. **Story on Page 7.**

Student Records Returned
A judge orders records seized by police in a drug investigation returned to school officials in Summit, N. J. **Story on Page 10.**

More Power for Teachers' Unions
The U.S. Supreme Court rules that non-union faculty may be barred from a formal role in campus policymaking. **Story on Page 12.**

Vocational Reauthorization Gains
Members of a House education subcommittee approve a $1.5-billion measure with some new amendments attached. **Story on Page 12.**

Endorsing Bilingual Education
Secretary Bell tells a group of bilingual educators that foreign-language study should be a national priority. **Story on Page 12.**

A Controversy Over Busing in Louisville . . .
Local civil-rights leaders threaten to go to court to halt a new busing plan proposed by the school superintendent. **Story on Page 14.**

. . . and a New Plan for Boston
The superintendent proposes a districtwide reorganization to end the court's involvement in managing the schools. **Story on Page 14.**

Colleges Column 8
Commentary .... 19 and 24
Databank 11
Deadlines 21
Events 20
Hearings 13
Marketplace 22
Special Education Column 17
Teachers Column 6
Washington News 12

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THE WEEK

FEDERAL

N.S.F. To Appoint Science Education Advisory Committee

The National Science Foundation has announced the establishment of an advisory committee on science and engineering education. There will be up to 20 members on the committee, including experts in various fields of science and engineering and and representatives of industry and nonprofit organizations.

The mission of the committee, which will be appointed this spring, will be to assess and evaluate the condition of science education, to make policy and planning recommendations, to evaluate program performance, and to establish a mechanism by which the foundation can communicate with schools and other agencies. The members will be appointed by Laura P. Bautz, acting assistant director for science and engineering education.

STATES

Calif. Legislature Considers Reforms In School Financing

An omnibus bill that would provide California schools with about $600 million more than Gov. George Deukmejian has proposed and would launch new programs in student writing and teacher training has received its first hearing in the legislature.

The Assembly Education Committee deferred for one week a vote on the 69-page bill by Senator Gary K. Hart, a Democrat from Santa Barbara who offered a school-finance reform measure that is more sweeping than that enacted last year.

Senator Hart said that his new legislation would restore about $300 million that the Governor did not include in second-year funding that had been projected in the 1983 law. Governor Deukmejian, in his 1984-85 budget, proposed an additional $900 million for schools—with funds for such reforms as a longer school year—but pared a projected 5.9 percent cost-of-living increase to 3 percent.

The current measure by Senator Hart would boost schools' cost-of-living increase to 5.9 percent and would appropriate nearly $300 million in additional funds for new programs and expenditures. They include financial incentives to school districts to strengthen writing classes in grades 5, 6, 9, and 10, as well as funds to replace "outdated, dilapidated" science equipment in high schools and to establish training institutes for outstanding, specially recruited teacher candidates and principals at University of California campuses.

Marian Bergeson, a Republican member of the Assembly, suggested that there is time for "further negotiations" on such features of Senator Hart's bill as his proposed 5.9 percent cost-of-living increase. Ms. Bergeson said funding decisions delayed until passage of the state budget this summer will hamper local school administrators' planning for next year.

Texas Plans To Back Education Bonds With School Fund

Texas education officials are seeking approval from the Internal Revenue Service to back all public-school bond issues with the state's $4-billion Permanent School Fund.

"The fund would be used as collateral to help raise the rating on local bonds so that they can be issued at lower interest rates," said Jim M. Hooks, the fund's investment officer.

Education officials have garnered wide support for using the education fund as collateral for bonds. Last November, state voters approved a constitutional amendment that would allow the education fund to be used to back the bonds.

The program provides a "tax savings for people in the state," Mr. Hooks said. "It allows districts to issue bonds at much more favorable rates."

He added that there is "no risk to the fund" if a district defaults. Texas districts have an excellent payment record, he said; moreover, the money would have to be paid back immediately with interest or it could be withheld by the state.

The state's 1,070 districts seek an average of about $400 million to $500 million per year in bonds, but the program would allow districts to borrow up to twice the amount that is in the fund—$8 billion, according to Mr. Hooks.

Minnesota Holds Town Meetings On Education

After hearing the recommendations of numerous national and state commissions on education, Minnesota citizens got a chance this month to present their views in a weeklong "Minnesota dialogue on education" sponsored by the state education department.

Of the state's 435 school districts, 308 agreed to hold town meetings, according to Laura Zahn, executive aide to Ruth E. Randall, state commissioner of education. The idea for the meetings grew out of Ms. Randall's conviction that "the people closest to the decision should be involved in the process" of making decisions, Ms. Zahn said.

The districts that agreed to hold the meetings were asked to have participants hold small-group sessions and also to have an "open microphone" period. Their recorded comments were sent to the state education department.

The commissioner also asked principals and teachers to spend 30 minutes talking with students about the needs of schools and education.

A preliminary report of the results of the meetings is expected by April.

A final version that will be available to the public will follow.

Illinois Students Need Improvement In Writing Skills

Illinois students can correctly answer multiple-choice questions about grammar but have trouble applying that knowledge when they write, a report on the state's first assessment of writing has concluded.

The writing assessment was part of the state board's second annual comprehensive analysis of student achievement.

This year, actual writing samples were added to its study of standardized tests.

A sampling of 7,200 students from 4th, 8th, and 11th grades found that 73 percent of the high-school juniors could write a "minimally developed" essay, but only one-fifth of them reached the level of a "well developed" paper.

About half of the 8th graders wrote minimally developed essays, compared with about one-third of the fourth graders. Only 12 percent of 8th-grade students and 3 percent of fourth graders attained the top writing level.

For the writing test, students were given 25 minutes to write a persuasive essay on the proposition: "If we could unplug all the T.V. sets in America, our children would grow up to be healthier, better educated, and more independent human beings."

One conclusion drawn from the study was that "8th- and 11th-grade students who reportedly watched television less that one hour per day perform better than students who watch T.V. more frequently."

According to Carmen Chapman, coordinator for the project, some surprises greeted those scoring the essays.

"We asked the students to illustrate their position and one kid took us literally and drew a picture," Ms. Chapman said. "Another paper was written in Korean."

Other essays, she said, contained language not usually associated with standard English.

The essays were scored by 60 English teachers from across the state, who underwent training before grading the papers.

A six-point scale was used to rate the essays in four categories: focus, how well the student took a position and stuck with it; support, how well the student backed up that position with examples and arguments; organization; and mechanics.

Texas Suit Nets Millions in Aid To Local Schools

Gov. Mark White of Texas announced earlier this month that the money awarded to the state in a lawsuit against the federal government over offshore oil and gas leases would be used to support local schools.

U. S. District Judge Robert Parker ruled recently that the state was entitled to half of the increased value of the federal government's offshore gas and oil leases.

With accrued interest, that state can expect to receive at least $300 million, according to Janis Monger, a spokesman in the Governor's office.

By law, $215 million of the total amount would go automatically to the state Permanent School Fund, an endowment that produces interest income used to defray pubic-school costs.

Ms. Monger said the money is being held in escrow and has earned $85 million in interest which could go directly to the schools with legislative approval.

The money is being held by the Interior Department, according to Ms. Monger, until federal officials decide whether they will appeal the court's decision.

She said the state legislature will decide ultimately how the schools are to use the money.

Connecticut District Told To Comply With School Bilingual Plan

A federal district judge last week ordered the Bridgeport, Conn., board of education to comply with a bilingual-education plan for the Elias Howe Elementary School. The plan calls for Spanish-speaking students to be taught in both languages and non-Spanish-speaking children to be taught Spanish.

In a consent decree, U. S. District Judge Ellen B. Burns directed the board of education to implement a two-way bilingual "cluster" pilot program in which limited-English-proficient students and English-speaking students in grades K-4 will be taught every subject in both English and Spanish, according to Rosaria Esperon, the plaintiff's lawyer, who is with the Puerto Rican Legal Defense and Education Fund.

The suit, *Puerto Rican Coalition of Connecticut Inc.* v. *Bridgeport Board of Education*, was filed two years ago on behalf of six students at the Elias Howe Elementary School. The plaintiffs charged that the school was graduating functionally illiterate students. Also named in the suit were the principal of the elementary school, the state board of education, and the commissioner of education.

Judge Burns cleared the way to the settlement last month by making the litigation a class-action. She certified the six original plaintiffs as representative of the class of children of Puerto Rican origin who attend the elementary school and who come from homes in which Spanish is the primary language. according to Carrie Kaas, Judge Burns's assistant.

The bilingual-education plan is to be instituted during the 1984-85 and the 1985-86 academic years, after which the board of education will be responsible for evaluating the effectiveness of the plan and determining whether it should be continued, Ms. Kaas said. In addition, Judge Burns indicated that if the plaintiffs can prove at the termination of the two-year trial plan that the defendants have not complied with it, they may request a new hearing.

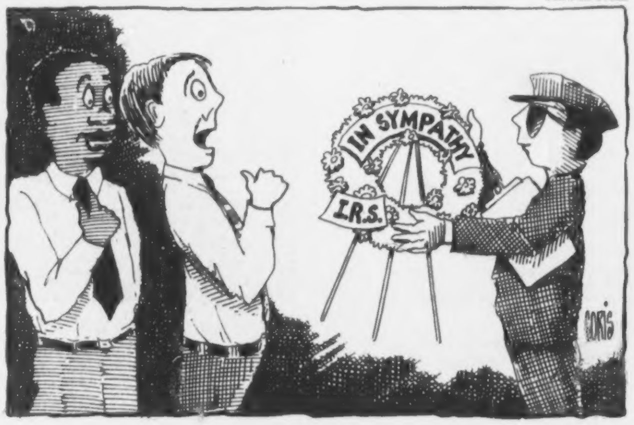
Furor Over Paper 'Deaths' in District Dies Down

Mark Twain has some kindred spirits these days at a Louisiana school district, where a number of employees have had to tell the Internal Revenue Service that, in the words of the 19th-century writer, the reports of their deaths were greatly exaggerated.

The tax records of the 6,800 employees in the East Baton Rouge School Parish appear to indicate that many of them died last year. When the employees received the records from the district last month, they were "stirred up" and worried about their status with the federal government, a parish employee says.

The confusion is a result of changes in the financial-disclosure requirements brought about by President Reagan's 1981 tax-reform package. That law removed a provision that prohibited employees who participated in pension plans from investing in individual retirement accounts.

DENNIS GORIS



With the pension restriction eliminated, employers now need new W-2 forms, the official records of employees' earnings and tax payments. The new forms no longer require employers to indicate whether workers participate in pension plans.

When East Baton Rouge officials did not receive the new forms right away, they decided to use the old forms as a guide when they programmed a computer to print financial information on the W-2's. And even though they were not required to, they also programmed the computer to print out pension information.

When the new forms were printed from the program based on the old forms, many W-2 forms appeared to have X's by the "deceased" question. That's what got the employees upset.

James E. Champagne, the chief accountant for the parish, says that the furor has subsided and that the information the parish sent to Washington is completely accurate.

"After we sent a memo to [school officials], things calmed down," he said. "Some people called the I.R.S. and said they were *not* deceased . Some people were just trying to stir this up a lot . . . to discredit the school board."

DISTRICTS

Cleveland Schools File Suit Over Asbestos Removal

The Cleveland school system has sued 28 manufacturers and vendors of asbestos-containing building materials. The suit, filed this month in a state common pleas court, asks $20 million to pay for removal and containment of the hazardous substance and $20 million in punitive damages.

The district "has been very alert in terms of complying with federal requirements" concerning inspection of school buildings, said Robert E. Sweeney, one of the system's lawyers. Corrective action has been taken in 30 of the city's 150 schools, with an undetermined amount of work yet to be done.

In addition, Mr. Sweeney said, the system has incurred costs in training maintenance workers in techniques of detecting, containing, and removing asbestos, and in protecting students and employees while the work is going on.

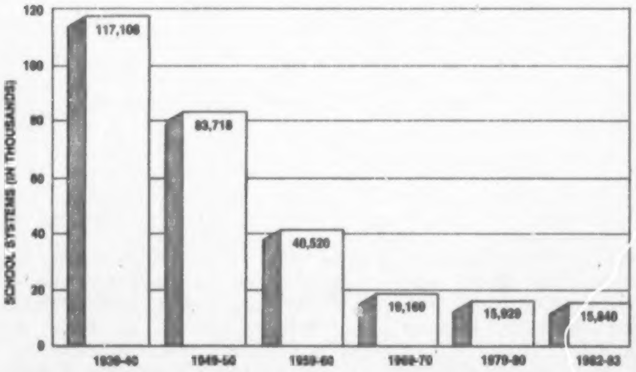
Some of the system's worst buildings are among its newest, the lawyer said. Asbestos-containing materials were often used in the 1960's for fireproofing in the spaces above dropped ceilings, where the crumbling substance could easily get into the heating and air-conditioning system.

And, in an attempt to reduce noise in such large rooms such as libraries and cafeterias, contractors often sprayed the substance, mixed with glue, onto ceilings. After 15 years or so, the glue has begun to deteriorate, permitting the asbestos to flake, he said.

"I don't believe taxpayers should shoulder these costs, nor should districts from their tight budgets," Mr. Sweeney said.

The suit is one of several filed by school districts—including Philadelphia and Los Angeles—in the past two years. None of the cases has yet been ruled on.

Number of U. S. Public School Systems:
1939-40 to 1982-83



SOURCE: NATIONAL CENTER FOR EDUCATIONAL STATISTICS

Chicago Students To Tutor Youths In Reading, Math

The Chicago Board of Education will pay 280 high-school pupils to tutor 2,500 6th-, 7th-, and 8th-grade students in reading and mathematics next semester as part of a plan to raise test scores.

The program, which will be paid for with $400,000 in Chapter 2 funds, will begin next month. High-school sophomores and juniors will be paid the minimum wage to work one hour a day with younger students and spend another half-hour to learn tutoring skills, according to Lloyd Mendelson, director of the bureau for special programs.

The student tutors, to be selected by their principals, will be chosen on the basis of their academic records and their communication skills, Mr. Mendelson said.

The pilot project will involve one high school and one elementary school in each of the school system's 20 districts. It is based on a youth work-employment program initiated last summer, Mr. Mendelson said.

11 Firms To Provide Management Training For D.C. Schools

A group of 11 major corporations is launching a management institute for school administrators in Washington, D.C., school officials announced this month.

"Operating effective schools requires finely honed management skills as well as instructional leadership, so our school system has called upon the management experts—the business community—to share their training talents with our principals and administrators," said Floretta D. McKenzie, superintendent of schools for the District of Columbia.

Industry representatives will conduct training sessions about twice every month for three years. They will teach school officials to analyze trends, to manage human and fiscal resources, to motivate staff members and pupils, and to improve staff development, according to Janice Cromer, communications director for the school district.

Participating staff members will be able to complete three levels of training: introductory, intermediate, and advanced. Those who finish the three levels and work as co-instructors will ultimately become "certified" instructors to assume the management training responsibilities for the school system, she explained.

"We have heard so much about the effective-schools research on principals as instructional leaders, but we felt that our educators were well-equipped in the instructional areas," Ms. Cromer said. "But they never have had the management training that business is so skilled at."

Participating firms include Marriott Corporation, Martin-Marietta, AMTRAK, American Telegraph and Telephone Company, Xerox, International Business Machines Corporation, Control Data, The Acacia Group, Arthur Young and Company, and The Chesapeake and Potomac Telephone Company.

The American Society for Training and Development assisted the school system in lining up the corporate sponsors. The school district also received some suppport from the Edna McConnell Clark Foundation in New York City and the Community Foundation of Washington to start the project, school officials said.

Many New Teachers In N.Y.C. Quit During First Year

About 2,000 of New York City's 6,800 new teachers already have quit their jobs this year, often because of the difficult working conditions in the urban schools, according to officials for the district and the local teachers' union.

The district hired more new teachers last fall than at any time since the city faced bankruptcy in 1975. A spokesman for the United Federation of Teachers said between 2,000 and 3,000 new teachers "at maximum" have been hired annually since 1975.

The district hired more teachers this year because of the introduction of all-day kindergarten classes in all of the city's elementary schools and an increase in the special-education courses offered, said spokesmen for the district and the United Federation of Teachers.

Robert H. Terte, spokesman for the district, said 775 of the new teachers did not show up for the first day of classes and another 1,393 have left the district since then. But he said the figures were not surprising since between 10 and 20 percent of all new teachers nationwide quit in their first year.

The Week Continues on Following Page

DATABANK

Education and Politics: A Sampling of Public Opinion

The following are selected polls of the public's opinions on education. Some reflect the relative importance of education among public-policy issues of the day. Others gauge support for specific proposals, such as prayer in the schools. And some note changes in opinions over time. The material was assembled by the Roper Center for Public Opinion Research, a nonprofit organization at the University of Connecticut. (Reprinted with the permission of the Roper Center.)

Time/Yankelovich, Skelly and White Poll
Dec. 1983 Survey

How much influence would a Presidential candidate's stand on each of the following issues have on your decision to support that candidate? A lot of influence, a little influence, or no influence?

	A lot	A little	No	not sure
Abortion	33%	37%	27%	3%
Gun control	42	40	17	1
Environmental protection	52	41	6	1
The Middle East	60	31	6	3
Inflation	79	19	1	1
Communism	66	28	6	—
Dealing with the Soviet Union	73	23	3	1
Taxes	72	23	3	2
Military spending	64	31	3	2
Education	73	25	1	1
Central America	46	44	6	4
Arms control	62	33	4	1
Women's rights	46	44	9	1
Unemployment	74	23	2	1
Health care	61	35	3	1
Prayer in school	44	34	20	2
Poverty	62	33	4	1
Government spending	71	25	2	2
International trade	42	49	6	3

Do you favor or oppose each of the following?

	Favor	Oppose	Don't know
Banning abortion	35%	54%	11%
Gun control laws	44	50	6
Allowing prayer in schools	72	18	10
Bringing back the death penalty	69	22	9
Passing the Equal Rights Amendment for women	67	26	7
Reducing the size of government	73	18	9
More attention to family values through legislation	59	32	9

WIDE WORLD

UPI

President Reagan and Walter F. Mondale, champions of widely differing views on how to address education issues.

Gallup Organization Poll for *Newsweek*
Aug. 1983 Survey

How important to you will the following issues be in the next year's Presidential campaign?

Percent saying an issue would be "one of the most important."

	Total	Men	Women
Economic conditions in the country	80%	80%	80%
Relations with the Soviet Union	41	44	39
Defense spending	57	60	54
The quality of public education	62	58	65
U.S. Nuclear weapons policy	54	50	58
Sex discrimination and the problems of women	32	27	38

Los Angeles Times Poll
Dec. 1983 Survey

What issue is most likely to affect the way you will vote in the Presidential election next November?

	Democrat	Independent	Republican
Unemployment	16%	13%	12%
Inflation	-	9	9
Interest rates	2	1	3
Budget	3	4	7
Economy	5	8	8
Foreign affairs	13	13	13
Defense	4	5	6
Nuclear weapons	9	10	9
War	8	5	6
U.S.S.R.	2	1	1
Taxes	3	3	3
Program cuts	2	2	1
Education	1	1	1
Elderly	3	2	3
Imports	0	1	0
Civil rights	1	1	0
Farming	0	1	0
Other	4	4	4
Don't know	17	16	14

ABC News/*Washington Post* Poll
Dec. 1983 and Sept. 1981 Surveys

How much confidence do you have in these intitutions in American society?

	Dec. 1983	Sept. 1981
The banks		
Great deal	19%	23%
Quite a lot	27	29
Some	35	31
Very little	17	16
No opinion	1	1
The military		
Great deal	32	26
Quite a lot	34	26
Some	23	29
Very little	10	17
No opinion	1	3
The public schools		
Great deal	14	19
Quite a lot	26	25
Some	38	30
Very little	21	24
No opinion	1	2
The American family		
Great deal	35	NA
Quite a lot	31	NA
Some	24	NA
Very little	10	NA
No opinion	1	NA
Labor unions		
Great deal	8	NA
Quite a lot	10	NA
Some	33	NA
Very little	46	NA
No opinion	3	NA
The Congress		
Great deal	9	14
Quite a lot	17	22
Some	43	41
Very little	29	21
No opinion	2	3
Big business		
Great deal	10	9
Quite a lot	22	17
Some	36	40
Very little	30	31
No opinion	1	3
Organized labor		
Great deal	—	12
Quite a lot	—	17
Some	—	35
Very little	—	32
No opinion	—	4

NA–Not asked.

ABC News Poll
Dec. 1983 Survey

Do you think progress has or has not been made in solving the problems in the nation's schools in the past year or so? What about the coming year?

In the past year:	
Progress	48%
No progress	45
No opinion	7
In the coming year:	
Will make progress	67%
Won't make progress	27
No opinion	5

Time/Yankelovich, Skelly and White Poll
Dec. 1983 Survey

Here are some goals for the nation that will be important in the 1984 election. Please indicate how important you consider each one to be on a scale from 1 to 6 where 6 is at the top of the scale and means very, very important and 1 is the bottom of the scale and means not important at all.

Do you feel the Republican Party or the Democratic Party would do a better job in handling these issues or don't you think there's any real difference between them?

	Very important 6	5	4	3	2	Not important 1	Not sure	Republican	Democrat	No difference	Don't know
a. Providing jobs for the unemployed	61%	18%	11%	7%	2%	1%	—	18%	42%	29%	11%
b. Keeping inflation under control	55	25	13	5	1	1	—	44	23	23	10
c. Balancing the budget	42	20	19	11	4	2	2	33	22	31	13
d. Reducing the amount of crime	49	21	16	10	2	1	1	20	22	41	16
e. Reducing waste and inefficiency in government	54	22	14	6	1	2	1	32	24	32	12
f. Helping the poor	46	20	14	11	5	2	1	14	57	22	8
g. Keeping our defense strong	55	20	13	8	2	1	1	48	19	24	9
h. Reducing the risk of nuclear war	67	13	9	5	2	2	2	24	32	33	11
i. Improving our economic position in the international marketplace	31	27	23	12	3	1	3	35	24	28	13
j. Protecting the environment	43	22	21	9	2	1	2	14	42	31	13
k. Providing quality education	60	23	9	4	2	1	1	18	38	33	11
l. Providing quality health care	51	20	16	7	3	2	1	14	46	28	12
m. Protecting traditional American values	41	20	18	11	5	3	2	30	24	34	12
n. Stopping the spread of communism	51	15	13	10	5	4	2	36	19	33	12
o. Insuring the rights of women and minorities	38	20	20	12	5	3	2	12	50	27	11
p. Dealing effectively with the Soviet Union	53	24	12	5	1	3	2	33	25	30	12

Magnet Schools Are Offering New Hope for Voluntary Segregation

Continued from Page 1

school building in a district, voluntary techniques alone will not succeed; researchers have identified no district that has accomplished this. But the evidence also indicates that magnets can be "a powerful tool," depending on a number of factors, including the size and racial composition of the school district, the themes and policies of the alternative schools, and such intangibles as district leadership.

"In some situations, at least initially, I think you can get some improvement in the desegregation picture through voluntary techniques," says Eugene C. Royster, an education professor at the University of Rochester and principal author of two 1979 studies of magnet schools. "But in general, I would say the evidence seems to indicate that voluntary techniques alone, without some type of mandatory backup system, do not provide a significant degree of desegregation."

The U. S. Justice Department, however, "continues to believe that school systems can be desegregated by voluntary means that eliminate racial isolation and improve education programs," according to a statement released by Assistant Attorney General William Bradford Reynolds at the time of the Bakersfield settlement.

The department's civil-rights division did not respond to repeated attempts over the past two weeks to obtain, from Mr. Reynolds or his aides, elaboration on its position and comments on research findings.

New Hypotheses

Many scholars, while not endorsing the Justice Department's position, are now re-examining the evidence and hypothesizing that voluntary methods can work under a broader range of conditions than they previously thought.

See related story on this page.

Two of the most important factors to consider, according to researchers, are how much desegregation is enough and whether the threat of mandatory reassignment is needed to make magnets "magnetic." The recent settlements illustrate different approaches to these basic questions.

Christine Rossell of Boston University is studying the effects of voluntary plans.

The Cincinnati plan, negotiated by the National Association for the Advancement of Colored People, calls for a districtwide reduction of racial isolation, as measured on a scale known as the Taeuber Index; it permits substantial variation in the racial composition of individual schools, so long as the districtwide score remains at a specified level. The agreement stipulates that the courts may enforce the contract by ordering mandatory measures if the numerical goal is not attained within seven years through voluntary transfers.

In contrast, the Bakersfield and Lima settlements, negotiated by the Justice Department, suggest that the racial composition of each school roughly reflect the districtwide enrollments, within a range of 15 percentage points for Lima and 20 points for Bakersfield, at the end of three years. But the agreements do not require strict adherence to these relatively ambitious goals, stipulating only that the districts make good-faith efforts to reach them.

Research Findings

Although magnet schools have attracted the attention of researchers since their inception in the mid-1960's, there have been few empirical nationwide studies that directly address their potential for desegregation.

The most recent and comprehensive of these was completed last fall by James H. Lowry & Associates and Abt Associates Inc., working under contract to the U. S. Education Department.

In examining 1,019 magnet schools in 138 urban districts nationwide, the Lowry/Abt researchers found that 40 percent of the districts that developed magnets for the purpose of aiding districtwide desegregation "do have positive results."

"Complete desegregation is not generally accomplished in these districts, but successful use of magnets has reduced the percentage of students in racially isolated schools from an average of 60 percent to less than 30 percent," says a report on the study. "The districts showing the most progress in districtwide desegregation using magnets employ a variety of methods both voluntary and involuntary, as part of a total desegregation plan, including pairing, rezoning, two-way busing and mandatory assignment."

The district in the Lowry/Abt study that was most successful with magnets, the researchers found, still was unable to desegregate all its schools. Identified fictitiously as "Foundry City" in the study, the district is located in the Northeastern U. S. and is 47 percent black. It relies almost totally on 21 magnets to comply with a federal desegregation

Continued on Following Page

Case Studies of Magnet Schools: When Do They Work Best?

Case studies of magnet schools support recent research findings suggesting that the smaller and more compact a school district is, the greater the promise of purely voluntary desegregation. As Mark A. Smylie of Vanderbilt University puts it, "If you've got one or two schools out of whack, you can put magnets there and solve your districtwide problem. It gets more difficult the more minority students you have and the more schools you have."

And the presence of a numerical goal—enforceable through mandatory means if voluntary methods fail—also appears to be a powerful influence on the relative success of magnets.

The large urban districts generally considered most successful with magnets have made substantial progress through voluntary measures, but have either resorted to mandatory busing to achieve approximate racial balance in each school or left some schools racially isolated.

Some examples:

- **Montclair, N. J.,** a 5,800-student district, was able to eliminate mandatory busing with a comprehensive magnet-school program that was developed beginning in 1974. Each school now reflects, within 10 percentage points, the racial composition of the district, 47 percent of whose students are members of minority groups.

Montclair has at least one special program in each of its schools, ranging from science and technology to an arts magnet, says Judith H. Wilcox, acting assistant superintendent for instruction. "Deciding which magnets would appeal to the community we serve and where to put them was critical," she adds.

The program was developed because of community displeasure with a court-ordered mandatory busing plan that required the transportation of about 1,400 students. The district now transports twice that many pupils, but, Ms. Wilcox says, they go willingly.

"A program of this type requires tremendous, tremendous commitment on the part of the board, the superintendent, and the community," she says. "To believe that this was immediately accepted and welcomed with open arms is folly. It took time, support and diligence.

"With the endorsement and support of the community, it can work anyplace," she adds. "I suppose size does play a role, but I think in some cases it has been used as an excuse for something not working."

- **Milwaukee** public-school officials, for example, credit magnet programs with bringing the proportion of students in racially balanced schools from 12 percent prior to 1976 to about 85 percent now, exceeding the court-ordered minimum of 75 percent, according to David A. Bennett, deputy superintendent. (A racially balanced school, as defined in that city's court order, is one that is between 20 percent and 60 percent black. About 48 percent of Milwaukee's 88,000 students are black.)

The city has about 40 magnet programs, in which approximately one-third of its students participate. But about 20 of the district's 135 schools remain racially identifiable, or outside the court guidelines.

"I'm very confident that this approach realized the maximum amount of desegregation possible," says Mr. Bennett.

- **Buffalo,** similarly, has been able to make substantial headway toward meeting court-ordered desegregation requirements through the use of magnets, which now make up 37 percent of all the schools in the system—the largest concentration of magnets in any U. S. school district, according to Buffalo's superintendent, Eugene Reville.

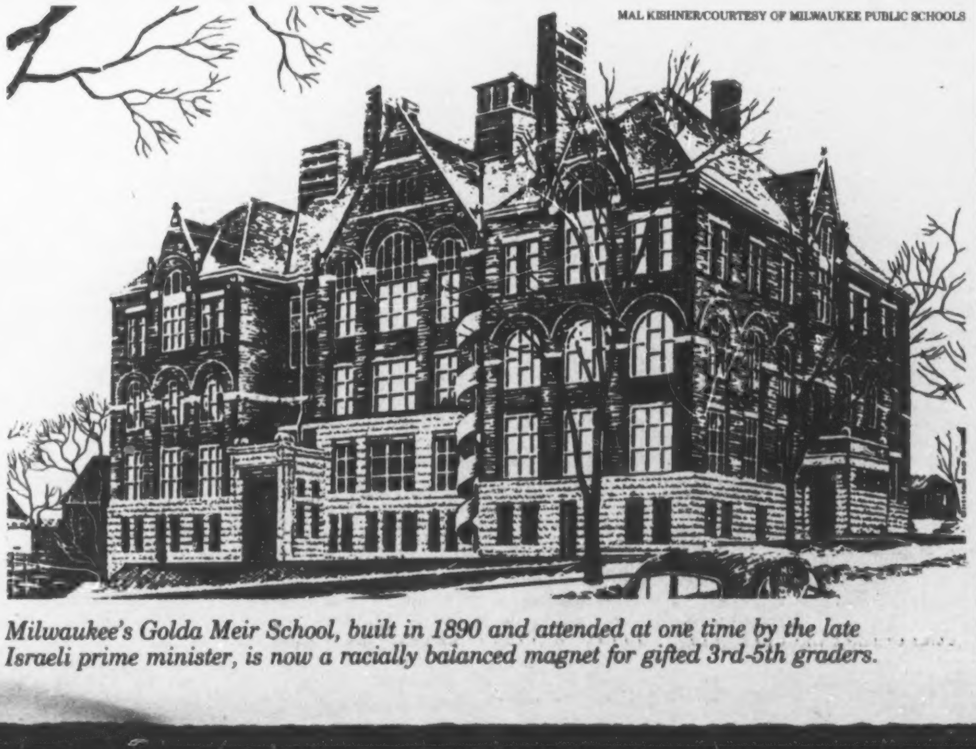
Buffalo's 1976 court order went further than Milwaukee's, requiring that *all* schools be racially balanced; the racial composition of each school must be between 30 percent and 55 percent black. The district has a total enrollment of about 46,000 students, 49 percent of whom are black.

About 80 percent of the city's schools met this goal, according to Mr. Reville, but in 1981, the judge presiding over the case ordered that about 3,200 students be involuntarily reassigned to complete the process. "If we had been given more time, we believe we could have done it [completely on a] voluntary basis," Mr. Reville says. "I've heard you can't, but that's just not true. They move, and they move in large numbers. . . . It probably is a lot more difficult and time consuming than just writing up a plan and doing it. But in the long run it provides stability."

- **Cincinnati,** which heretofore has not been under court order, also has an extensive system of magnet schools. This year, about 15,000 of the district's 51,000 students are enrolled in 21 magnet programs ranging from Montessori schools to programs stressing foreign languages and international studies. While most of the magnets roughly reflect the districtwide racial composition (57 percent black and 43 percent white), many neighborhood schools and a few alternative schools are imbalanced.

According to the local branch of the National Association for the Advancement of Colored People, out of the district's total of 88 schools, 21 remain 80 percent or more black and eight are 80 percent to 100 percent white. The negotiated settlement reached this month calls for the creation of new magnets and the correction of racial imbalances in some existing schools.

- **Philadelphia** has also tried to desegregate through voluntary means, but with far less success. According to the Pennsylvania Human Relations Commission, which is seeking mandatory desegregation measures in Philadelphia, only 14 percent of the city's schools were integrated as of April 1983, after 20 years of voluntary programs. Documents from the district present a somewhat more optimistic picture, indicating that the proportion of students attending desegregated schools increased from 15.6 percent in 1976-77 to 30 percent in 1980-81, the most recent year covered. —P.C.


MAL KISHNER/COURTESY OF MILWAUKEE PUBLIC SCHOOLS

Milwaukee's Golda Meir School, built in 1890 and attended at one time by the late Israeli prime minister, is now a racially balanced magnet for gifted 3rd-5th graders.

Magnets: Growing Desegregation Role

Continued from Preceding Page

order. "Foundry City nearly succeeds in this attempt," the study says. "It leaves about 20 percent of its 47,757 students racially isolated, but this is a tremendous gain relative to perhaps 60 percent isolation a decade ago."

Variations in Emphasis

The Lowry/Abt researchers selected a nationally representative sample of 15 school districts for closer examination. Seven developed their magnets with districtwide desegregation objectives in mind; two placed "considerable emphasis" on magnets but also employed mandatory desegregation techniques such as busing, pairing, and rezoning; and the remaining six used magnets "as a smaller part of their desegregation plan."

The study found that seven of the 15 districts attained "high levels of systemwide desegregation." Of these, two placed a very high emphasis on magnets as a component in their desegregation plan, two a moderate emphasis, and three a low emphasis. These last three ranked as the most successful in desegregating their schools. And two of them relied mainly on mandatory desegregation methods such as busing.

The study also found that of the eight districts that attained a low level of systemwide desegregation, four placed a high emphasis on magnets.

Nevertheless, the study concluded that "systems can desegregate quite comprehensively by relying heavily on magnets or by other means."

"The best or highest desegregation level was attained in seven systems that used a combination of tools, including magnets," the researchers said. "In these districts, pairing, rezoning, two-way busing, and mandatory assignments are [reinforced] in one sense and eased by magnets in another sense."

Mandatory Measures

Those findings are generally consistent with a 1982 study conducted by Mr. Smylie of Vanderbilt University. That analysis of enrollment data from 49 large school districts using a variety of techniques for desegregation found that mandatory reassignments were more likely than voluntary measures to reduce the number of racially identifiable minority schools (those enrolling 90 percent or more from minority groups). In some of the districts studied, the number of racially isolated schools actually increased under voluntary desegregation plans.

In districts with mandatory plans, the results showed, individual schools were also far more likely to reflect the racial composition of the district as a whole. And, Mr. Smylie found, districts using mandatory plans tended to maintain higher levels of desegregation over time than did districts using voluntary techniques alone.

Research in the late 1970's, also conducted under the auspices of Abt Associates, reached similar conclusions. According to Christine Rossell, one of the investigators for that project, that study found that voluntary techniques alone are relatively ineffective in desegregating districts in which members of minority groups make up more than 30 percent of the student population.

Ms. Rossell, a professor of political science at Boston University, now points out, however, that her earlier work for Abt covered only the first two years of desegregation in the 18 districts studied. She now believes that voluntary programs may, by stemming "white flight," provide more stability and a greater degree of desegregation over the long term. She has received a grant from the National Institute of Education to test that hypothesis.

"No one has studied whether that continuation of decline [in a district's white student population] makes voluntary plans more competitive after eight or 10 years," she says. "No one has looked at the long-term impact. So when they say magnets can't do it, all you can say is, in the first couple of years they won't be as effective as a mandatory plan."

Importance of 'Context'

A number of researchers mention "context" as one of the most important determinants of a voluntary program's success.

"If you put it in terms of magnet schools and voluntary selection by itself achieving full desegregation, I'm not sure," says Marsha Levine, co-author of a paper last year on the subject for the American Enterprise Institute. "I think there's reason to believe that magnet schools can be successful, but I think it probably depends upon a whole set of preconditions and history that determine whether they will be effective in any one community."

According to Ms. Levine and others, those preconditions may be as mundane as a school district's physical layout, with its natural and psychological barriers, and as intangible as leadership.

Changing attitudes on the part of parents may also affect the success of voluntary desegregation methods, says David K. Lerch, who headed the federal government's program of grants for special desegregation projects until 1982, when federal block grants replaced the categorical program.

"Five years ago, I'd have said [a plan like Bakersfield's could not work], but I think today you could do it if it's done right," says Mr. Lerch, who is now president of the National Association of Magnet School Development, based in Alexandria, Va. "It can work if they pick and choose the right kind of district and programs. . . . If I were in Justice's shoes I would have made damned sure it had a chance of working before I approved it."

"Parents are not reacting to sending their children to school with kids of another race as much as they did," he adds. "They are more concerned about a proper basic education than they are with race. They are getting somewhat away from the neighborhood-school concept, and they're more willing to transport their kids halfway across the district if they think the program is worthwhile."

Mr. Lerch cautions, however, that inappropriate selection procedures can prompt charges of elitism and diminish the potential of magnet schools to aid with desegregation. "It's terribly important that you attract kids on the basis of interest, not ability," he says.

William L. Taylor, who negotiated on behalf of the N.A.A.C.P. in the Cincinnati case, says that despite his record of often insisting on mandatory student reassignments, "I have always believed that magnets or alternative schools can work in a context where there is an overall policy of desegregation. Students will make desegregative choices if they know that whatever they do, they are likely to be in a desegregated setting. On the other hand, if you tell parents they have a choice between segregation and desegregation, fear will take over and many will opt for neighborhood schools. There has to be a bottom line."

Highly Popular Option

Magnet schools came into being because they were viewed as a way of blunting community opposition to desegregation, those who have studied their development say. They have flourished, despite the cutoff two years ago of federal funds, because they have proven highly popular with parents—so much so that the term "magnet school" in many communities has lost any racial connotations and has come to mean any alternative school, whether or not it was established with desegregation in mind.

Parents in many communities seem to assume, Ms. Rossell says, that magnet schools are "better" than others, and there is some evidence that their students do score higher on standardized tests. But the differences and the reasons for them have not been quantified with any precision, and at this point assessments of magnet schools' educational effectiveness have become reminiscent of the debate over the relative merits of public and private schools.

In many respects, say Mr. Smylie and others, magnets share the characteristics identified in "effective-schools" research: They tend to have strong leadership, a cohesive curriculum, high expectations, and consensus among faculty, students, and parents as to their goals. These attributes, together with self-selection, or the commitment that is implicit on the part of families who bother to seek out the schools, should make for academic success, researchers say.

In their paper last year for the American Enterprise Institute, Ms. Levine and Denis P. Doyle ventured that "effective magnet schools provide quality education to average as well as above-average students. Indeed, they do more for average than above-average students."

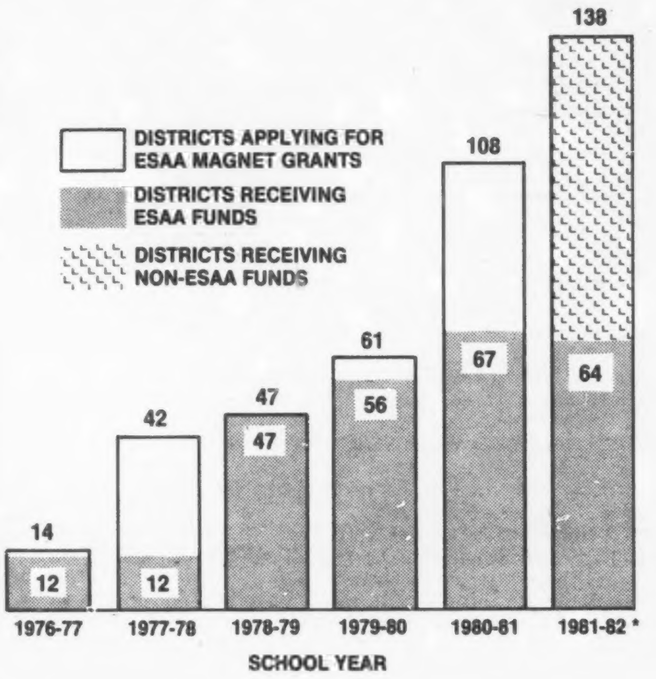
The Lowry/Abt study found that, of 32 magnets reporting their student-achievement scores, 80 percent had average scores that exceeded those of their districts. The researchers added, however, that the selective admissions policies of some magnets influenced these results.

Mr. Royster, of the University of Rochester, says there may also be evidence that youngsters in some kinds of magnets do worse than average for their districts. "I don't think you can say categorically that there's a magnet-school effect," he says. "Intuitively, I'd have to say that the self-selection and motivation are very, very important."

Cost Factors

If magnet schools have social and educational benefits, they also have their costs. According to studies and interviews, they are more expensive to run than regular schools (although the cost per pupil declines over time), and probably costlier than running a school system under a mandatory busing plan.

Growth of Magnet Schools in Urban Areas, 1976-82



* 138 districts with magnet school programs (ESAA and non-ESAA). Based on a survey of all school districts having over 20,000 enrollment (275) and all other districts ever applying for ESAA Magnet Grants (75).

SOURCE: JAMES H. LOWRY & ASSOCIATES FOR THE U. S. EDUCATION DEPARTMENT

In 1980-81, according to the Lowry/Abt study, the average total cost per student for magnet schools was approximately $200 more than for nonmagnets; the incremental cost declined to $59 in 1981-82. For secondary schools alone, the incremental cost per student declined from $850 to $200 over the same period, with $100 allocable to transportation.

Part of the extra cost is attributed to one-time expenditures for curriculum development, equipment, planning, and building renovation. The rest reflects higher costs for transportation and staff salaries (both because many magnets have smaller classes and because they often attract senior teachers who earn higher-than-average salaries).

From 1978 to 1981, the federal government, through the Emergency School Assistance Act's special-projects grants, earmarked funds to help defray the costs of magnets—about $125 million to $130 million over the life of the program; many school districts also used funds obtained under the larger E.S.A.A. basic program to support magnet schools, but the amount has never been determined.

Federal Funds Lost

When the Education Consolidation and Improvement Act was passed in 1981, eliminating E.S.A.A. along with about 30 other categorical programs, some observers predicted the end of magnet schools. As a result of the consolidation, many desegregating districts lost 90 percent or more of their federal funds.

In Milwaukee, "Magnets have to share the burden of reductions; class sizes are up," says David A. Bennett, deputy superintendent. In Montclair, recalls Judith H. Wilcox, the district's acting assistant superintendent for instruction, "We had to cut back on certain electives or put off some plans."

Nonetheless, magnets appear to have become so institutionalized and so popular that school boards have found the money to keep them going. The Lowry/Abt study found that many districts had to trim or otherwise modify their optional programs when they lost the federal funds. But, the report adds, "Only a few magnet schools have completely disappeared due to the loss of E.S.A.A. support, . . . and more districts have developed magnets without federal support than received federal grants the last year of funding." *(See chart on this page.)*

The House approved a $100-million ESAA reauthorization bill last June. A similar bill, which would be attached as a rider to the highly popular mathematics-and-science improvement measure, has languished in the Senate since early last summer. Earlier this month, the chairman of the Senate Labor and Human Resources Committee approached the supporters of the ESAA bill with a compromise that would provide urban school districts that lost money as a result of the program's elimination with $50 million in fiscal 1985. They reportedly have rejected his offer because it contains no mention of school desegregation.

Others, including the authors of the Lowry/Abt report and Ms. Levine and Mr. Doyle of the American Enterprise Institute, have urged that the government resume its support for magnet schools. The arguments range from what some observers believe is inconsistent policy on the part of the Reagan Administration—emphasizing costly voluntary approaches to desegregation without providing any financial support—to the contention that magnets can provide incubators for innovative practices, to the ultimate benefit of all students.

"The federal government is supposed to be ripe for supporting excellence and voluntary programs," says Mr. Royster.

"If the incremental cost is 100 bucks per pupil, is that too much to bring about something exciting in education?"

Tom Mirga and Susan Foster contributed to this report.

Mar. 7, 14, 1984 Not Filmed

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LESS NOISE
A federal program makes funds available to "soundproof" some schools that are near airports and consequently are plagued by the roar of jets—a situation that noise researchers say negatively affects students' learning.

See Page 6.

MORE TEACHERS
Surging elementary enrollments in the next decade will create an increased demand for teachers and new schools in California, especially in the smaller counties and in rural areas, according to a state study.

See Page 11.

BETTER HEALTH
The Beverly Hills (Calif.) School District has launched an ambitious fitness and health-education program for students, parents, and school employees that officials say could become a model for districts across the nation.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record

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Teaching: The Pressure for Change Is Mounting

N.E.A. Is Considering Major Policy Shifts

By Thomas Toch

A committee of high-ranking elected and appointed leaders of the National Education Association is recommending a major restructuring of the nation's public schools, one that would radically change the role of the teacher and the way instruction is delivered, according to the chairman of the committee and others within the N.E.A. who are familiar with its work.

In a draft report, the committee calls for an end to the traditional practice of promoting students from grade to grade on the basis of their age, and a new division of teaching tasks among school faculty members, John C. Board, president of the Montana Education Association and chairman of the committee, said last week.

"The organization of schools is currently patterned after the industrial-factory model," Mr. Board said. "The principal is the equivalent of a shop steward, and teachers and students are isolated parts of an assembly line. The fact is that students develop at different rates, and their movement through school shouldn't be standardized. Schools need to become more flexible in how they offer instruction."

New Staffing System

To promote such flexibility, the committee recommends the creation of a system of "differentiated staffing" within schools, Mr. Board said. Under such a system, teachers would assume much greater responsibility for organizing instruction than they now have, there would be substantially more specialization and collaboration among teachers, and the most skilled teachers would have greater authority than their colleagues and earn higher salaries.

"We are viewing ourselves differently than we have before," Mr. Board said. "We see teachers becoming specialists, diagnosticians, and facilitators of learning."

The committee is part of a task force created by the N.E.A. last summer to respond to the report of the National Commission on Excellence in Education. Committee members include Keith Geiger, vice-president of the 1.6-million-member union, and Roxanne Bradshaw, the union's secretary-treasurer.

The proposals to reorganize schools and alter the role of the teacher are long-range recommendations included in a broader set of recommendations made by the committee to upgrade the teaching profession, Mr.

Continued on Page 15

Chad Ellett, designer of a new teacher-evaluation system in Dade County, Fla., instructs principals in evaluation strategies.

Teacher Reforms Linked To Evaluation Systems

By Thomas Toch

On Jan. 26, a Thursday, Robert C. Graeff, the principal of Morgan E. Fitzgerald Middle School in Largo, Fla., sat in the auditorium of a Tampa high school, craning his neck with 500 others to see one of four television screens placed on the auditorium stage.

NEWS ANALYSIS

The previous Friday, the state had directed its school systems to select administrators to help evaluate applicants for incentive pay under Florida's new master-teacher plan. Because of a tight time schedule, those chosen, the state said, were to take a preliminary test of their ability to rate teachers the following Thursday. Mr. Graeff was not asked to be an evaluator until Tuesday, two days before the test.

In the auditorium, he spent an hour straining to focus on the videotape that was shown of teachers at work in a classroom and trying to analyze their teaching

Continued on Page 14

District Is Fined $24,000 by E.P.A. On Asbestos Rule

Move Said Aimed To Put Schools 'On Notice'

By Tom Mirga

WASHINGTON—The Environmental Protection Agency, in a move designed to put schools across the country "on notice," last week assessed a $24,000 penalty against a New Hampshire school authority for failing to report the presence of friable asbestos in some of the buildings under its control.

Last week's action against New Hampshire Administrative Unit 19 marked the first time that the agency invoked its civil-complaint powers under a May 1982 rule requiring all public and private schools to inspect their buildings for the substance and to notify employees and parents of the findings.

"This action shows that E.P.A. will not hesitate to fine school officials in this country who are negligent in telling parents about any asbestos danger faced by their children," said Alvin L. Alm, the agency's

Continued on Page 17

Parents 'Who Never Lost a Race' Seek Winning Education Early

Private Lower Schools Face Deluge of Determined Applicants

By Cindy Currence

The number of parents who want to enroll their children in private preschool programs and elementary schools has increased so dramatically during the last several years, according to independent-school educators, that the demand is creating problems for school administrators, parents, and children.

"Anybody who's got his eyes open is noticing it," says Robert Smith, executive director of the Council for American Private Education. "Parents are increasingly anxious to get their children into the pipeline for a good academic education."

Young, upwardly mobile parents of the Baby-Boom generation increasingly are turning to private schools to educate their children—parents "who have never lost a race in their lives," Mr. Smith said.

According to statistics from the National Association of Independent Schools, enrollments in the association's member schools'

Continued on Page 16

CLYDE KELLER

Faculty at The Little School in Bellevue, Wash., work to make children "feel good about themselves," says Eleanor Siegl, director of the school.

IN SUMMARY

Legislative Actions (Cont.)
Lawmakers in Washington, West Virginia, and Wyoming have adjourned after acting on many education bills. **Story on Page 5.**

School Finance in New Hampshire . . .
A study by a citizen's group has concluded that funding disparities among schools lead to educational inequity. **Story on Page 7.**

. . . And in the Rest of the Nation
A 10-year trend away from property taxes to support education will be reversed, an expert in school finance predicts. **Story on Page 7.**

School Reform in Texas . . .
The state board of education has adopted a 500-page educational-improvement plan. **Story on Page 8.**

. . . And a Controversy Over Evolution
The state attorney general says the board of education's rule on the teaching of evolution is unconstitutional. **Story on Page 8.**

Discrimination in Discipline
Seattle, like other districts, reports that disciplinary actions fall disproportionately on black students. **Story on Page 8.**

From Inner City to Foreign Country
Under the aegis of a new program in Boston, about 40 students will spend the summer abroad as exchange students. **Story on Page 10.**

From *Grove City* to . . .?
The Education Department drops a Title IX investigation; rights groups say a new federal law is needed. **Story on Page 12.**

Commentary .... 18 and 24
Computer Column 10
Databank 11
Deadlines 21
Deaths 20
Events 20
Hearings 13
In Federal Agencies 12
Letters 19
Marketplace 22
New Bills 12
Private Grants 20
Private Schools Column 17
Washington News 12

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THE WEEK

FEDERAL

House and Senate To Consider Bill On Jobs for Youths

Members of both the House and the Senate have proposed legislation that would create a $2-billion youth-employment program designed to encourage potential high-school dropouts to stay in school.

The proposed bill, "the youth incentive employment act," would provide employment opportunities for unemployed and economically disadvantaged teen-agers between the ages of 16 and 19. Under the terms of the bill, about 1 million youths would be hired in the summer and during the school year to perform duties in public and private agencies.

The program would be administered in the states by the local private-industry councils that are being established to coordinate training programs under the Job Training Partnership Act, according to a spokesman for Representative Augustus F. Hawkins, Democrat of California, who sponsored H R 5017, along with 53 other representatives.

A similar bill, S 2397, has been introduced by Senator Edward M. Kennedy, Democrat of Massachusetts.

Bell Sets Standards For Academic-Fitness Awards Program

High-school seniors who have maintained at least a B+ cumulative grade-point average, have scored high on standardized tests, and have taken courses in the "New Basics" will be eligible to receive "academic fitness awards" from President Reagan this spring, Secretary of Education Terrel H. Bell announced earlier this month.

The awards, modeled after the physical-fitness and sports awards program created by President Lyndon B. Johnson in 1966, were announced by Mr. Reagan last December during the National Forum on Excellence in Education.

In letters to school superintendents and principals, Mr. Bell said the Education Department hopes "that this new program will do as much to promote academic achievement as the physical-fitness awards program has done for physical fitness and sports."

The awards will be made this spring to graduating seniors in public and private high schools that have elected to participate in the program, the Secretary explained. School principals, who must obtain the approval of their district superintendent or school board to participate, have been asked to notify the department by April 20 of the number of students selected for the awards.

The minimum critera for awards to graduating seniors are:

- At least a B+ cumulative grade-point average for grades 9, 10, 11, and the first semester of grade 12.
- A score placing the candidates at the 80th percentile or higher on any nationally recognized standard achievement test battery or college-admissions examination.
- Completion by graduation time of at least 12 course units in English, mathematics, social studies, foreign languages, and computer science. These courses were labeled the "New Basics" in the April 1983 report by the National Commission on Excellence in Education.

STATES

North Carolina Panel Urges Raises, Career Plan for Teachers

The maximum pay next year for North Carolina's teachers would be increased by more than 20 percent, to $26,190, and the salary of starting teachers increased by about 15 percent, to $15,710, if the legislature approves the staff recommendations of James B. Hunt Jr.'s education commission.

The maximum salary for the state's most experienced teachers is now $21,640. A starting teacher with a bachelor's degree earns $13,660 a year, and can earn up to a maximum of $19,680 after eight years. For a teacher with a master's degree, starting pay is $14,940 a year. The state's average teacher salary is $18,327. Some local school districts add supplements to the state's base salaries.

Additionally, the commission has recommended that the State Board of Education establish a "career-growth program" to help attract, recognize, and retain outstanding teachers. No indication of how teachers' salaries would be affected by the career opportunities was included in the report. The commission asked the state board to test a career-growth program in 24 pilot districts across the state by 1985.

Governor Hunt's budget chief said there will be enough money in the new state budget for a 10 percent across-the-board pay hike for teachers this year. Other state officials have estimated that about $200 million will be available this year for the teachers' salaries. Governor Hunt has said raising teachers' salaries is his first priority for the legislature's "short session," which begins in June.

The commission—a panel of 50 education and business leaders—met last week for the final time to approve the document. Mr. Hunt, who appointed the commision last fall, is expected to use the report as a blueprint for educational change.

Wisconsin Governor Threatens Freeze On Vocational Aid

Angered by the state General Assembly's failure to pass a bill that would give the state more control over vocational-education curricula, Gov. Anthony S. Earl of Wisconsin has threatened to withhold any increases in aid to vocational programs in the next biennial budget.

Members of the assembly approved a measure earlier this month that sets out a mission statement for vocational programs in the state. But the measure did not include a provision backed by Governor Earl that would have given the state board more control over the "initiation, modification, or discontinuance" of skills-training programs.

The lower house's version still must be approved by the Senate.

Governor Earl's strong backing of the skills-training provision was prompted by his concern that vocational schools were not tied to the needs of the state and local economies, according to Ronald McCrea, the Governor's spokesman. He said the Governor thinks the provision would "ensure that vocational schools are performing in a relevant way to the job needs of the state and that they reflect emerging jobs."

Until the schools re-examine the vocational curriculum, Mr. McCrea said, the Governor does not intend "to work toward increasing money for vocational schools" in the 1985-87 budget.

Pennsylvania Plans Summer Institute On Foreign Studies

Gov. Richard L. Thornburgh of Pennsylvania has announced plans for a "Governor's School for International Studies" for 10th- and 11th-grade students who are academically talented in the areas of social studies, foreign languages, and international issues.

The new summer program, which will be funded with state and private contributions, will open this summer at the University of Pittsburgh's Center for International Studies. Each year thereafter, the school's site will change, with the University of Pennsylvania scheduled to serve as the host site during the summer of 1985.

About 60 high-school students will be chosen to participate in this year's session, which will consist of a month-long program of instruction by faculty from secondary and post-secondary institutions.

The School of International Studies is the third special institute for

BEST AVAILABLE COPY

Baby-Boom Children Will Swell California System, Analyst Says

By Michael Fallon
Special to Education Week

SACRAMENTO—California will need about 60,000 new elementary-school teachers and more than 1,200 new schools in the next decade to meet an enrollment surge that will be proportionately far greater in smaller counties than in metropolitan areas, a state researcher reports.

"It's a state concern, but it's a regional problem," said James A. Fulton, a consultant to the State Department of Education. "The impact is going to be of a magnitude these smaller counties have never experienced."

Mr. Fulton, in a report to the California Board of Education, forecast an eastern migration within California by young families—from high-cost housing areas near cities and the coast to the rural central valley and the foothills of the Sierra Nevada.

Baby-Boom Offspring

Using population projections by the State Department of Finance, he estimated that California will have an additional 309,000 elementary students by 1987-88 and another 556,000 by 1992-93.

"The wave of the 'baby boom's baby boom' (the children of men and women now in their 30's, who had previously postponed having children) and children of recent immigrants will be cresting in our elementary schools throughout this decade," Mr. Fulton's report said.

It projected enrollment growth of 20 percent or more in 16 counties by 1987. Only two, San Bernadino and Riverside, are in southern California. The others are rural, foothill, or mountain counties in the northern and central parts of the state.

By Mr. Fulton's calculations, elementary-school enrollments in Los Angeles County will increase 7.1 percent by 1987. Two counties, he predicted, will lose students—San Francisco, down 1.2 percent, and its affluent suburban county of Marin, down 9.4 percent.

"Generally speaking, the push is going to come where . . . you don't have any facilities to fall back on," Mr. Fulton said.

He cited El Dorado, a not-heavily-populated county adjoining Sacramento that extends east and north through gold-rush foothills and the Sierra mountains to Lake Tahoe on the Nevada border. El Dorado's elementary-school enrollment will increase 48.5 percent—6,000 students—by 1987, he said. "You're talking roughly about 10 new schools and a cost of $35 million to $45 million."

Mr. Fulton's estimates California will need 25,000 additional elementary-level classrooms, or more than 1,200 new schools, by 1992, at a cost in excess of $5 billion.

In contrast to the growth foreseen at the elementary level, Mr. Fulton predicted that high-school enrollments will decline by 6 percent, or 71,000 students, by the end of the decade before they start rising again. But he said he nonetheless expected pockets of secondary-school enrollment growth in some of the mountain-foothill counties.

Despite the decline, he said, California will need new high-school teachers both to replace instructors who quit or retire and to meet minimum graduation requirements that first affect students scheduled to receive diplomas in 1987.

The report estimated that replacements must be found by 1992 for 32 percent of the instructors currently teaching high-school English, 35 percent of the foreign-language and science teachers, and 36 percent of the mathematics and social-studies teachers.

Demand Will Be Regional

There is a strong regional aspect to teacher supply and demand in California, the report suggested.

The survey, using current staffing ratios, found that California will be short 407 secondary science teachers next year. But the shortage does not exist in many places and is acute only in four southern California counties—Los Angeles, San Bernardino, San Diego, and Orange.

"We have focused so strongly on secondary schools recently that we have not seen that the elementary problem is bigger perhaps than people anticipated," Mr. Fulton said.

He has estimated that California's public elementary schools will need 60,000 new teachers over the next 10 years.

"The sleeper here is the private schools," he said. "The private schools may be viewed as prime competitors for the teacher supply during this period. . . . That pushes the total need for new teachers to closer to 70,000."

California's universities currently produce about 6,600 prospective teachers a year, indicating there could be as many as 66,000 applicants for state teaching credentials in the next decade.

However, the state also requires all prospective teachers to pass the California Basic Education Skills Test before they can obtain a teaching license. About 30 percent fail the first time they take it—a total that Mr. Fulton predicted will drop to an average of 10 to 15 percent.

Mr. Fulton said the problem of teacher shortages is "immediate and on us, and it's going to get worse in the next two to three years. We've got to start acting on it immediately . . . but we have the lead time to do it properly."

Change Eyed for 'Junk-Food Rule'

The Agriculture Department, in response to a November ruling by the U. S. Court of Appeals for the District of Columbia, last week proposed regulatory changes that would lift restrictions on the sale of foods of "minimal nutritional value" in schools participating in the federal lunch and breakfast programs.

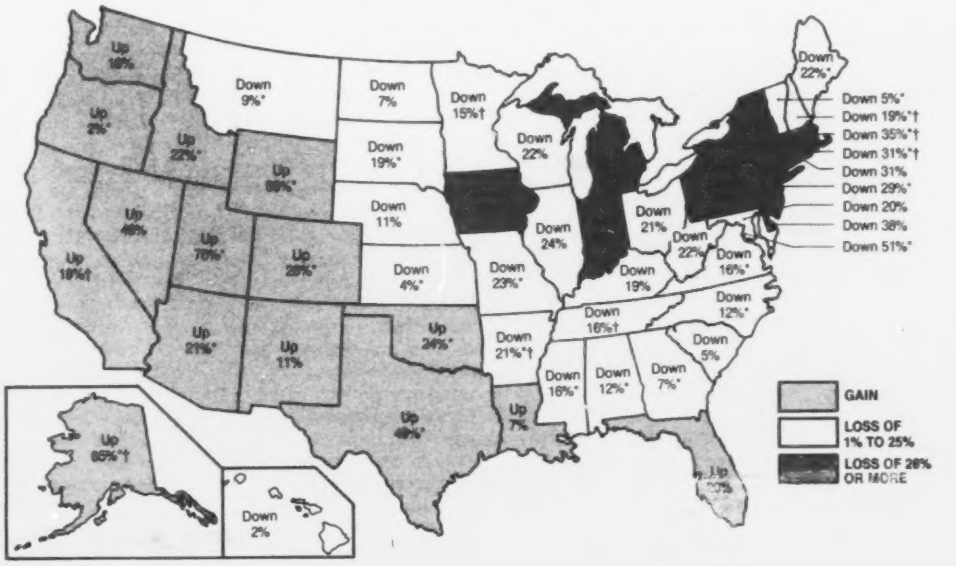
In 1980, the department restricted the sale of such foods from the beginning of the school day until the end of the last school-lunch period. Foods—such as soft drinks and candies—that provided less than 5 percent per 100 calories of a group of specified nutrients were restricted.

In the suit by the National Soft Drink Association, the court rejected the "time and place" portion of the rule. The proposed change would restrict foods of "minimal nutritional value" only during breakfast and lunch periods, and only in cafeterias or other food-service areas. —A.H.

DATABANK

Projected High-School Graduates by State

Over the next 16 years, the number of high-school graduates is expected to drop sharply, from 2.9 million—the enrollment level for 1980-81—to 2.3 million in 1992-93, before climbing to 2.7 million by the year 2000. The figures presented below, compiled by the Western Interstate Commission for Higher Education, the Teachers Insurance and Annuity Association, and the College Board, represent estimates for both public and private high schools in 22 states and for public schools alone in the remaining 28 states. The actual number of graduates, note the authors of the report, could be higher than the estimates given here.



	1980-81 (actual)	1983-84	1986-87	1989-90	1992-93	1995-96	1999-2000
Alabama*	44,894	39,107	38,340	39,194	36,970	39,324	39,447
Alaska*	5,358	5,463	6,042	6,413	6,715	7,750	8,829†
Arizona*	28,416	26,765	27,528	27,523	26,137	28,032	34,262
Arkansas*	29,414	26,183	25,276	25,678	22,336	22,591	23,308†
California	271,474	248,156	256,343	239,213	244,731	271,932	320,997†
Colorado*	35,993	32,572	34,237	33,564	33,148	36,390	45,246
Connecticut	44,598	39,928	36,925	30,546	27,405	28,255	30,611
Delaware	10,894	7,786	7,278	6,680	6,115	6,420	6,805
District of Columbia*	4,848	3,870	3,270	2,802	2,483	2,386	2,388
Florida	99,511	92,175	92,873	96,522	90,639	93,848	119,621
Georgia*	62,963	58,943	56,695	51,833	53,665	54,929	58,862
Hawaii	14,610	12,612	12,772	12,010	11,784	12,809	14,376
Idaho*	12,931	11,734	12,209	12,585	13,385	15,606	15,789
Illinois	156,981	133,214	125,198	116,555	109,620	112,935	118,871
Indiana	80,783	70,168	65,172	64,614	60,059	59,000	59,384
Iowa*	42,355	35,869	33,179	30,558	29,102	31,169	31,279
Kansas*	29,397	26,027	25,386	24,462	24,061	25,427	28,329
Kentucky	46,297	42,717	40,817	40,542	37,140	37,981	37,585
Louisiana	54,571	48,908	47,666	46,988	47,051	51,923	58,349
Maine*	15,554	13,870	13,235	12,393	11,366	11,548	12,156
Maryland	60,893	56,228	52,370	45,046	40,664	42,500	48,888
Massachusetts*	75,934	67,715	62,150	51,994	44,634	45,807	49,420†
Michigan*	124,372	108,778	102,863	92,998	81,154	87,343	86,807
Minnesota	68,443	58,070	56,145	50,562	48,504	52,633	58,302†
Mississippi*	28,063	25,755	24,802	23,256	22,821	23,182	23,575
Missouri*	60,340	52,349	49,037	46,046	42,750	44,045	46,466
Montana*	11,634	9,783	9,494	9,022	9,005	9,847	10,569
Nebraska	23,729	20,472	19,302	19,023	18,608	19,589	21,033
Nevada	9,375	8,713	9,006	9,108	9,111	10,758	13,907
New Hampshire*	11,938	11,096	10,687	10,145	8,086	8,882	9,672†
New Jersey*	94,157	85,032	79,371	68,648	62,009	63,554	66,869
New Mexico	18,693	16,442	15,940	16,048	16,293	18,022	20,816
New York	230,237	206,490	188,510	166,220	156,588	155,531	166,187
North Carolina*	70,168	66,060	65,803	64,633	58,424	59,073	61,582
North Dakota	10,730	9,037	8,170	8,244	8,352	8,924	9,952
Ohio	154,489	139,655	131,817	127,124	116,787	119,968	122,666
Oklahoma*	38,823	34,527	36,828	38,029	35,939	37,710	48,284
Oregon*	29,354	26,612	27,261	25,580	25,703	28,443	29,938
Pennsylvania	169,075	150,864	138,189	124,876	112,153	113,472	121,093
Rhode Island*	10,719	9,543	8,483	7,365	6,294	6,859	7,404†
South Carolina	40,074	38,255	36,818	37,221	34,511	36,374	37,839
South Dakota	10,431	8,443	7,744	7,442	7,449	8,030	8,448
Tennessee*	51,021	46,560	45,138	45,201	41,056	42,515	42,888†
Texas*	171,665	159,108	172,179	184,515	189,690	202,979	255,370
Utah*	19,886	19,123	20,928	22,811	26,759	32,755	35,055
Vermont*	6,513	6,128	6,013	5,650	5,091	5,449	6,192
Virginia*	67,147	59,968	59,360	54,398	49,358	50,830	56,200
Washington	52,392	46,893	49,889	46,462	46,121	48,483	57,402
West Virginia	24,300	22,565	22,299	22,111	20,606	19,860	18,950
Wisconsin	75,692	66,432	61,253	54,568	51,898	54,656	59,242
Wyoming*	6,161	5,758	6,293	6,732	7,087	8,069	9,598
Total	**2,918,310**	**2,618,523**	**2,544,583**	**2,411,755**	**2,297,415**	**2,416,395**	**2,677,108**

* Projections include graduates of public high schools only. All other state projections include public and nonpublic high-school graduates.
† Projections are for 1998-99.

Source: Western Interstate Commission for Higher Education.

Mar. 28, 1984 Not Filmed

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POLICY

Questioning the wisdom of using graduation requirements alone to spur student achievement, a task force of the state board of education in Illinois has outlined in detail what students ought to know as a consequence of their schooling.

See Page 6.

OPINIONS

A new survey of student attitudes on dozens of subjects—ranging from school life to national politics—indicates that students are more serious about both their education and their career choices than their predecessors of a decade ago.

See Page 8.

REGULATIONS

Angry that the Education Department has not taken a strong stand on the right to privacy of parents and students, a group of parents has urged adoption of a regulation that would strengthen those rights under an existing law.

See Page 11.

EDUCATION WEEK

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Proposed Voucher Plan Divides Colorado Politicians, Educators

By Cindy Currence

Political and educational factions in Colorado are gearing up to wage a major battle for public support in their contest over a proposed referendum that would mandate a statewide voucher system—along with a core curriculum for high-school students and merit pay for teachers—if approved by voters next November.

If supporters of the referendum are able to obtain the 46,737 signatures required to place the initiative on the ballot this fall, it will mark the first voter test of the voucher concept, said William D. Coats, executive director of the Education Voucher Institute, an independent research organization in Ann Arbor, Mich.

Both the proponents and the opponents of vouchers have been meeting to discuss plans of action, and both sides indicate they expect to spend money in their attempt to influence voter opinion.

The voucher section of the three-part proposal would require the state legislature to provide vouchers to all parents, allowing them to "buy" the educational services of any accredited school in the state that is not "pervasively sectarian," according to the proposal.

Prominent Activists

In the last legal hurdle to be cleared before proponents of the initiative can begin soliciting signatures, Hugh Fowler, a member of the University of Colorado Board of Regents and a former state senator, last week registered a final draft of the proposal with state officials.

Hugh Fowler

The measure has also had the active support of Thomas G. Tancredo, the head of the U. S. Education Department's regional office in Denver, and opponents of the referendum say they believe that the industrialist Joseph Coors is a backer of the proposal.

But at the same time, leaders of the state Congress of Parents and Teachers, the Colorado Education Association (an affiliate of the National Education Association), the Colorado Association of State School Boards, the Colorado Association of School Executives, and the state commissioner of education have been meeting informally

Continued on Page 15

New York Board To Bring Charges Against Alvarado

Chancellor Is Suspended, But Defends His Record

By Thomas Toch

The head of the nation's largest public-school system was suspended last week after only 11 months in his $95,000-a-year position.

The New York City Board of Education last week suspended Schools Chancellor Anthony J. Alvarado after holding closed-door sessions over several days in the wake of reports that the school official may have been involved in unethical financial dealings with his subordinates.

The board also indicated it would bring a series of charges against Mr. Alvarado this week and it named Richard C. Failla, New York City's chief administrative law judge, as a hearing officer to review the charges and recommend to the board what further actions, including dismissal, might be taken against Mr. Alvarado.

Continued on Page 15

More States, Colleges Adopting Merit Aid To Attract Students

By Sheppard Ranbom

Last month, the Virginia legislature agreed to fund a program that will provide $3,000 merit scholarships to 50 students planning to attend a public or private four-year college in the state.

At least 45 of the awards, to be given for the first time this fall, will be granted to students nominated by their high-school principals on the basis of class rank or to students who are finalists or semi-finalists in the National Merit Scholarship Program or the National Achievement Scholarship Program for Outstanding Negro Students.

The other five merit-scholarship recipients will be awarded to outstanding students transferring from one of the state's two-year institutions to a four-year school.

Such awards, being established by a growing number of states as well as by individual colleges and universities as part of the renewed national focus on "excellence," are seen by many as significant devices for encouraging and rewarding the achievement of high-school students.

But some education leaders worry that the new focus on merit scholarships will simply abet a "bidding war" between colleges facing a declining pool of 18-year-olds and possibly undermine the longstanding national commitment to target scholarship aid on those students who have the greatest financial need.

Continued on Page 17

Move To Tie Extracurriculars to Academics Gains Momentum

By Anne Bridgman

Following the lead of the the West Virginia Board of Education, which, effective Jan. 1, 1984, became the first state board in the country to require students to have a C average to participate in extracurricular activities, officials from 15 state boards of education report they have already moved to link academic or attendance requirements with participation in outside activities, or are considering proposals to do so.

Moreover, the board officials in those states and a number of others in which no state-level action to date was reported said in an informal *Education Week* survey that a growing number of local districts have moved to set their own requirements.

Many officials attributed the new policies to the influence of the report of the National Commission on Excellence in Education, which called for a more intensive focus on academic "basics" and a longer school day and year. *(See Education Week, Nov. 23, 1983.)*

"I clearly see a renewed view of academic time and a renewed seriousness about in-

Continued on Page 14

DISAGREEMENT: Some officials argue that extracurricular activities are as important as classroom instruction in motivating students to learn, and that limiting participation will be more harmful than beneficial.

IN SUMMARY

Tougher Graduation Requirements
New York's Board of Regents has approved rigorous new high-school graduation requirements. **Story on Page 6.**

Legislative Actions
Lawmakers in Louisiana, South Dakota, and Virginia enacted education bills during their recent sessions. **Story on Page 7.**

Child Abuse in California
Officials are investigating a bizarre child-abuse case at a private preschool in Manhattan Beach. **Story on Page 9.**

Public Perceptions
A new poll finds residents in Massachusetts, home of Proposition 2½, willing to pay higher taxes for better schools. **Story on Page 9.**

A Dialogue on Equity Issues
Two authorities on sex-equity issues in education discuss bias in the classroom and the recent *Grove City* decision. **Story on Page 10.**

Federal Funding
A House panel has approved a budget plan that could provide education with up to $17 billion in fiscal 1985. **Story on Page 11.**

Who Can Use the School?
Congress is debating a bill that would give student religious groups the right to hold meetings on school grounds. **Story on Page 12.**

Searching Questions
The U.S. Supreme Court has heard arguments on whether school officials may legally search students. **Story on Page 12.**

Commentary ....**18 and 24**
Deadlines **20**
Events **20**
Federal File **12**
Grants **21**
Hearings **11**
In Federal Agencies **11**
In the Press **18**
Letters **19**
Marketplace **22**
New in Print **19**
Washington News **11**

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THE WEEK

FEDERAL

O.M.B. Denies Appeal To Continue Data Collection

David A. Stockman, director of the Office of Management and Budget, has turned down an appeal by the U. S.Education Department that would have allowed officials to continue a program that collects statistics on local vocational-education programs and enrollments. The collection of the statistics is required by federal law.

Last year, O.M.B. officials, citing the Paperwork Reduction Act of 1980, denied the department's request to collect statistics through the Vocational Education Data System (VEDS) for the 1983-84 and 1984-85 school years.

That decision was appealed by Secretary of Education Terrel H. Bell because the department is required by the 1976 Amendments to the Vocational Education Act to collect such data.

In a letter sent last month, Mr. Stockman rejected Secretary Bell's appeal and criticized the quality and reliability of the data collected. "We will approve those parts of a VEDS collection which do not have problems of data quality," Mr. Stockman wrote. "However, the department has not distinguished between those areas where the data are good and those where there are problems," he explained in the letter.

Since the start of the data-collection system, the Education Department and state and local governments have spent about $200 million to report information on yearly student enrollments in federally funded vocational programs by race, sex, handicapping conditions, and economic status. The Reagan Administration, however, has been critical of the system because of its cost.

Women's Coalition Criticizes Budget Proposed for 1985

A coalition of 78 education, civil-rights, labor, religious, and women's groups, in its third annual analysis of the impact on women of the Reagan Administration's budget proposals, has determined that programmatic cuts the new budget contains are "devastating."

In its analysis, "Inequality of Sacrifice: The Impact of the Reagan Budget on Women," the Coalition on Women and the Budget points to what it views as a recurring pattern of women bearing a disproportionate share of the cuts in the federal budget.

At a press conference in Washington last week, Eleanor Holmes Norton, former chairman of the Equal Employment Opportunity Commission, said the budget "is unfair to women at all stages of their lives. If enacted by Congress, . . . the Reagan budget will have a devastating effect on millions of American women."

Ms. Norton cited cuts in the funding of the Women's Educational Equity Act and Title IV of the Civil Rights Act of 1964. These acts, she said, "which mandate key federal programs promoting equal education for girls and boys, and enforcement of nondiscrimination in education, are marked for extinction."

Copies of the report are available for $2 from the National Women's Law Center, 1751 N St., N. W., Washington, D. C. 20036.

Accounting Office Approves Spending For Immigrants

The General Accounting Office has effectively added $30 million to the fiscal 1984 budget for the U. S. Education Department by declaring that the Congress acted properly when it appropriated that amount to help school districts that enroll a large number of immigrant children.

Both houses of the Congress approved funding for the program when they passed a second continuing resolution for fiscal 1984 on Nov. 12, but the Reagan Administration has refused to disburse the money because it claims the Congress had not authorized the expenditure. The House passed a bill authorizing the program last September, but the Senate has not.

In a March 23 letter to the Congress, the G.A.O. said that continuing resolutions "commonly provide funding by reference to bills not yet enacted."

"[T]he provision in the continuing resolution appropriating the funds, standing alone, and in the absence of contrary intent, constitutes authorization for funding the program," the office held.

It also said that the Congress should treat the Administration's refusal to spend the funds as a budget recision.

Under federal budget laws, if the Congress fails to act on the recision request by May 17, the money must be spent.

NATIONAL

Testing Group Plans To Assess Literacy Of Young Adults

The National Assessment of Educational Progress has announced plans to conduct a survey that will assess the literacy of a representative sample of the nation's 20 million 21-to-25-year-olds.

The survey, which will be administered in the spring of 1985, marks a return to one of the original goals of the N.A.E.P., according to officials: to keep track of adult, as well as student, literacy. The assessment will be preceded by a year of planning, which will include two conferences of national literacy experts. The first, tentatively scheduled for May, will attempt to define literacy, and the second, to be held next fall, will be used to refine the objectives of the assessment, according to a spokesman for the Educational Testing Service, which administers the program.

Funded by a $1.9-million grant from the National Institute of Education, the survey will provide a profile of the reading, writing, and computational skills of young adults of all educational levels.

STATES

Tennessee Judge Throws Out Textbook Suit

A Tennessee school district's use of Holt, Rhinehart, and Winston readers in grades 1 through 8 does not violate the constitutional right of fundamentalist Christian parents and their children to practice their religion, a federal judge has ruled.

In *Mozert v. Hawkins County Public Schools*, a group of Christian parents in the East Tennessee county charged that the reading texts taught values contrary to Christian principles and therefore violated their rights to the free exercise of religion under the First Amendment.

U. S. District Judge Thomas G. Hull rejected this claim March 15 for lack of evidence.

The parents involved in the suit have said they will probably appeal the decision.

California Groups Will Fight Ruling On Maternity Leave

A coalition of women's and labor groups in California has formed to fight a federal district judge's ruling overturning the state's maternity-leave law.

The 1978 law, which applies to all public and private employees in California, allows women up to four months of leave from their jobs and requires that an employer permit a

'Sobering' Economy Said To Affect Youths' Attitudes

Students' Interest in Education, Careers Found To Be Increasing

By Alex Heard

WASHINGTON—A new survey of student attitudes on dozens of subjects—ranging from school life to national politics to fears about nuclear war—shows a notable shift toward education and careers as student priorities compared with a similar survey conducted 10 years ago.

Released here last week by the National Association of Secondary School Principals, "The Mood of American Youth" survey also indicates that students today have a "more positive" attitude toward schools and learning.

The 1984 survey report shows a "substantial jump" over 1974 in the percentage of students who plan to continue their schooling after high school. When asked to list "the one thing they want out of life," the students gave "career success" as the most frequent response.

"The shift in priorities between 1974 and 1984 reflects in part a shift in the adult mood in those years—for the last 10 years the economic picture has been sobering for kids as well as adults," said Scott D. Thomson, executive director of N.A.S.S.P.

Nevertheless, cautions the report's author, Janis Cromer, "depicting today's youths as driven by an overwhelming desire for career achievement would be a false picture." While the 1980's youths do place a high priority on jobs, she said, they are also concerned with "less definable" things such as happiness and family life.

The report is based on an extensive 1983 survey of 1,500 students in grades 7 through 12, and compares that year's students with a group surveyed in 1973. Eighty-seven percent of those surveyed attend public schools. The survey, which was conducted by National Family Opinions Inc., was designed to provide a representative sample of the national population.

'Solid B'

Generally, the 1980's students appear to be "positive" about their schools, according to the report. In a "rating" of their schools that was admittedly colored more by social than by academic considerations, the students who were surveyed gave their schools an "overall grade of 2.95 on a scale of 4.0—a solid B."

'Learning' Third

When asked why they like school, however, the students ranked "learning" a distant third behind "friends" and "sports."

Mr. Thomson of N.A.S.S.P. cautioned against interpreting such results "to conclude that everything in the schools is hunky dory and that we don't have need for major improvement."

"Young people feel better about their schools than their parents do," he said. "The students' attitude toward learning is better today, but we're not yet where we need to be."

Seventy percent of the students rated their teachers "competent in their subject areas." Again, purely academic considerations were overshadowed somewhat. When asked to list the characteristics of their best teachers, the students mentioned their teachers' skills at "explaining things clearly," "spending time to help students," and "having a sense of humor" as their top considerations. "Teachers' knowledge of their subjects" ranked seventh on a list of the traits of the "best" teachers.

Among the many other topics in the survey:

- Sixty percent of the students spent eight hours or fewer per week doing homework, a figure that confirms, the report says, the conclusion of the National Commission on Excellence in Education that students do too little homework.

Asked about specific classes, the students ranked mathematics, English, computer science, and driver's education as the most important. Science was ranked fifth and foreign languages 13th. Religion, music, art, and black studies were ranked lowest.

- Ninety-two percent of the students surveyed said they believe high-school students should hold part-time jobs during the school year, and most said they believe students should work full time during the summer.

At the time of the survey, however, only 30 percent of the students were working at paying jobs. The most common types of employment were in retail sales (usually as a clerk or stocker), restaurants, or newspaper delivery.

- More than three-quarters of the students polled said they plan to continue their education after high school.

They listed computer-related jobs as their first career choice (this was particularly true among males). The other top choices were business, careers in or related to medicine, teaching, law, engineering, and accounting, in that order.

- The students rated the threat of nuclear disaster and world war as today's most pressing global issues. In 1974, students said the world's most important problems were overpopulation and environmental preservation.
- At the time the survey was conducted—in early 1983—the students did not express strong support for the Reagan Administration. Only about 12 percent of the students said they were "very confident" in President Reagan.
- Joining the armed services is apparently no more popular today than it was in 1974. Three-quarters of the students surveyed—the same percentage as in 1974—said they will "definitely not" or "probably not" enlist for military duty.
- Musically, "rock" is still ranked first among the responding students, outpacing "new wave" as the music of choice by more than 2 to 1. "Country and western" was ranked third, with "folk," "religious," "jazz" and "pop" at the bottom.

The survey is available for $5 (plus $2 for shipping) from N.A.S.S.P. Publication Sales, 1904 Association Drive, Reston, Va. 22091.

Most Important World Problems

Problem areas	Students percent
1. Nuclear disaster	31.7%
2. Threat of World War III	21.3
3. Poverty	15.1
4. Overpopulation	10.5
5. Environmental problems	6.5
6. Energy	4.3
7. Unemployment	1.5
8. Inflation/economy	1.0

Importance Ratings of Courses

Courses	Combined rating	Males' rating	Females' rating	Very important percent	Somewhat important percent
1. Mathematics	3.81	3.78	3.83	80.2%	15.0%
2. English	3.72	3.60	3.82	75.8	16.1
3. Computer usage/ programming	3.47	3.53	3.42	48.2	28.7
4. Driver education	3.44	3.42	3.43	50.1	23.6
5. Science	3.36	3.37	3.35	46.7	38.2
6. Government	3.33	3.25	3.39	39.0	36.8
7. Business/commercial	3.32	3.20	3.41	40.4	38.0
8. History/social studies	3.26	3.21	3.30	40.5	41.8
9. Sex education	3.13	2.95	3.28	30.3	31.3
10. Physical education	2.91	2.94	2.87	29.9	35.5
11. Environment/pollution	2.89	2.93	2.86	14.0	38.7
12. Family living	2.88	2.68	3.03	21.5	34.6
13. Foreign languages	2.83	2.69	2.96	19.3	41.5
14. Shop	2.79	2.94	2.66	16.4	41.9
15. Religion	2.65	2.67	2.64	18.0	22.5
16. Music	2.43	2.31	2.53	11.9	29.6
17. Art	2.36	2.30	2.41	7.2	30.3
18. Black studies	2.27	2.17	2.35	6.0	22.0

Very important	4.0	Not so important	2.0
Somewhat important	3.0	Not important	1.0

Reasons for Liking School

Reasons	Total Percent	Males Percent	Females Percent
1. Friends	71.9%	71.0%	72.6%
2. Sports	31.2	37.0	26.2
3. Learning	17.1	16.0	18.1
4. Social activities	16.0	9.1	22.0
5. Teachers	15.1	13.8	16.2
6. Classes	10.2	8.9	11.4
7. Co-curricular activities	7.3	8.2	6.6
8. Other things	9.7	12.0	7.7

Most Important National Problems

Problem areas	Percent of students: Current	Percent of students: During next two years
1. Unemployment	52.0%	48.5%
2. Inflation	21.1	18.0
3. Violence/crime	20.8	9.6
4. Poverty	6.4	1.7
5. Health and welfare	5.5	0.7
6. Energy	4.9	3.5
7. Social Security	3.9	3.9
8. Sex discrimination	3.1	0.7
9. Ecology	2.9	1.0
10. Racial tension	2.6	0.2
11. Quality of American workmanship	2.5	1.1
12. Consumerism	2.3	0.4
13. Racial discrimination	2.2	0.2
14. Pornography	1.8	0.3

Participation in Co-curricular Activities

Activities	Total percent	Males percent	Females percent
1. Athletic teams/clubs	48.2%	54.3%	43.0%
2. Band/orchestra	20.7	20.9	20.4
3. Choir/choral groups	17.6	9.1	24.9
4. Career-oriented clubs	15.2	10.2	19.5
5. Language clubs	12.0	8.5	15.0
6. Drama/theater	11.8	8.0	15.0
7. Pep club	11.7	6.2	16.4
8. School publications	11.5	9.6	13.1
9. Student council/government	10.6	5.6	15.0
10. Service/volunteer groups	10.2	6.2	13.7
11. National Honor Society	7.9	7.8	7.9
12. Other honorary societies	6.7	4.7	8.5
13. Debate/speech	6.6	4.9	8.1
14. Cheerleading	5.8	0.5	10.4
15. Science clubs	5.2	6.2	4.2
16. None	17.7	20.5	15.2

The One Thing That Students Want Out of Life

Items	Total percent	Males percent	Females percent
1. Career success	27.6%	26.5%	28.5%
2. Happiness	25.7	18.0	32.4
3. Marriage/family	20.8	18.5	22.7
4. General success	9.8	12.0	7.9
5. Financial success	7.0	9.1	5.2
6. Long/enjoyable life	4.2	6.0	2.7
7. Education	3.2	3.1	3.2
8. Religious satisfaction	3.2	3.1	3.3
9. Friends	3.1	3.1	3.1
10. Personal success	3.1	2.5	3.7
11. Health	2.9	2.9	2.9
12. Love	2.4	0.9	3.7
13. Peace of mind	0.6	1.1	0.2
14. Home	0.4	0.5	0.4
15. Freedom/independence	0.4	0.7	0.2
16. All others	5.3	7.1	3.7

Worst Influences on Young People Today

Influences	Total percent	Males percent	Females percent
1. Drugs	46.6%	49.4%	44.1%
2. Alcohol	10.9	9.8	11.8
3. Peer pressure	9.3	6.9	11.4
4. Television	7.2	6.5	7.9
5. Violence	6.9	6.0	7.7
6. Sex/poor morals	5.4	3.6	6.9
7. Parents/elders	4.3	4.7	4.1
8. Threat of war	3.4	4.5	2.5
9. Unemployment	3.3	1.8	4.6
10. Music	1.9	2.0	1.7
11. Other mass media	1.8	1.8	1.7
12. Political leaders	1.8	2.0	1.5
13. Movies	1.6	1.1	1.9
14. Pornography	0.9	0.9	1.4
15. Poverty	0.6	0.9	0.4
16. All others	11.8	11.8	11.8

Source: "The Mood of American Youth," The National Association of Secondary School Principals

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School Bank Reopens

Sixth graders at the Easton Middle School have reopened their student-run bank following the Massachusetts legislature's approval of a special bill exempting the project from the state's banking laws.

A year ago this month, the State Banking Commission forced the students to shut down their banking operation, which was initiated as a learning experience, because it lacked a charter, charged too much interest on loans, and used the word "bank" without state permission. The student bankers charged one cent daily in interest on 75-cent loans, the cost of a school lunch.

Meanwhile, the students in the "high-ability learners" program that set up the bank drafted a bill and then asked their state representative to introduce the measure. A revised version of the student-drafted bill was approved recently by the legislature, making it possible for the student bank to reopen.

The new law exempts school banks with assets of less than $500 from state regulations. —S.G.F.

R4800-2A

PASSED OVER

A new study shows that state and local officials administering the new federal job-training program are placing less emphasis on skill-training programs for disadvantaged youths and high-school dropouts.

See Page 12.

HELD BACK

Philadelphia is moving to end the longstanding practice of social promotions but is discovering that the number of pupils retained would increase so dramatically that elementary schools would be overcrowded and understaffed.

See Page 7.

KEEPING UP

A model program in Baltimore helps chronically ill students avoid falling behind in their schoolwork by sending specially trained teachers into their homes.

See Page 11.

EDUCATION WEEK

American Education's Newspaper of Record

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Court Reaffirms Stand on Prayer, Will Rule on Moments of Silence

By Thomas Toch

WASHINGTON—The U. S. Supreme Court last week reaffirmed its earlier rulings that organized, spoken prayer in public schools is unconstitutional, but agreed to consider for the first time the constitutionality of laws calling for "moments of silence" in the schools.

The Court will review an Alabama moment-of-silence law; similar laws are in place in 22 other states.

The Court's actions marked the latest in a series of recent developments involving the school-prayer issue.

Last month, the Senate rejected two proposed constitutional amendments that would have cleared the way for organized prayer in public schools. One would have nullified the Supreme Court's initial 1962 prohibition against official sponsorship of religious activities in school. The other would have permitted silent prayer in schools.

Since then, advocates of organized prayer in the schools have turned their attention to legislation that would guarantee the right of student religious groups to meet on school grounds. Last week, the House Education and Labor Committee passed a so-called "equal-access" measure by a vote of

Continued on Page 13

ELANE CASH—OGDEN STANDARD-EXAMINER

I.M.S. Students
Want Our School
Open Now!!!
EAGLES

Students protest scheduled closing of the Intermountain School in Utah.

N.A.E.P. Ready To Report State Scores

By Tom Mirga

WASHINGTON—The executive director of the National Assessment of Educational Progress told a House subcommittee last week that the federally financed testing program is prepared to provide states with the means to measure student achievement on an interstate basis.

"This is a truly exciting development that would not have been conceivable five years ago," the director, Archie E. Lapointe, told members of the House Subcommittee on Elementary, Secondary, and Vocational Education. "When N.A.E.P was planned in 1969, it was deliberately designed to exclude the possibility of comparing states one to another. I think it's a tribute to a new level of political and professional courage that today's state educational and political leaders are aggressively seeking this kind of information."

Controversial Wall Chart

Debate over state-by-state comparisons of educational progress reached a high point in January following Secretary of Education Terrel H. Bell's release of a controversial "wall chart." Among other things, the chart ranked states by their students' average scores on college-entrance examinations, by student-teacher ratios, and by per-pupil spending. (*See Education Week,*

Continued on Page 14

Plan To Shut Indian School Sparks Outcry

By Anne Bridgman

The federal government's decision to close a Utah school that is one of the few remaining boarding schools for American Indians has sparked a legal battle and charges that the closing will place the future of its students—many of whom are dropouts from other public schools—in grave jeopardy.

In an action supported by 46 Indian tribes nationwide, the Ute Indian Tribe will file a motion in U. S. District Court for the District of Columbia seeking a preliminary injunction to block the scheduled closing of the Intermountain Inter-Tribal School, a Bureau of Indian Affairs boarding school in Brigham City.

Charging that the closing of the school will severely limit the educational opportunities of its 300 students, the Utes are scheduled to file the motion early this week.

At least three other Indian boarding schools—of a total of eight still in existence—have been or are targeted to be closed by the B.I.A. for the same reasons—rising costs and declining enrollments.

The conflict in Utah has been described by one Ute official as "the modern-day version of the government stealing the Indians' land." But, according to Donald W. Mendez, chairman of the Intermountain Inter-Tribal School Board, "this time, it is the story of the government stealing our education."

"Closure of that school is not the issue in and of itself," said Forrest S. Cuch, education-division head for the Ute tribe. "This is one of the major efforts of the B.I.A. to get out of the business of educating Indian children. They want to get out of the education business and we don't want to allow them that luxury."

Services Threatened

Ute officials maintain that closing the Intermountain school will force students to transfer to schools that do not offer the mental-health services needed by the 300 American Indians who attend Intermountain School. Without those services, argues

Continued on Page 16

Corporations Considering Creation of For-Profit Schools

By Cindy Currence

Citing a climate of "educational renaissance," leaders of some of the nation's best known corporations are weighing the idea of moving into the field of elementary and secondary education as providers, not just supporters.

The educational arms of the International Telegraph and Telephone Corporation (I.T.T.), the Bell and Howell Company, and the Encyclopaedia Britannica Educational Corporation are among those whose officials report they see in the current period of national concern over the quality of schools a possible "investment opportunity" and are seriously exploring it.

"People are saying, 'I want my kid to have something better,' and are are willing to put hard money down," said Robert Huff, president of the Chicago-based Bell and Howell Company.

Businesses, particularly the high-technology firms that have provided for-profit educational services at the postsecondary level for years, are taking notice of an increase in the "market demand" for alternatives to public elementary and secondary education, several corporate executives said, and are considering an "expansion" of their services to the lower grades.

Although Bell and Howell has no concrete plans for setting up a chain of elementary and secondary schools similar to its DeVry program at the postsecondary level, "certainly we're looking at it as an opportunity," Mr. Huff said.

There are about 30,000 students enrolled in DeVry schools in the United States. The schools offer undergraduate degrees in computer science and electronics. It is the second largest proprietary education program in the country, Mr. Huff said.

Continued on Page 14

IN SUMMARY

Suburban Districts Out
A federal judge in Kansas City, Mo., has removed 11 suburban school districts from the city's desegregation suit. **Story on Page 5.**

Local Career Ladder Approved
Voters in Provo, Utah, have supported a four-step career ladder for teachers but worry about budgetary consequences. **Story on Page 5.**

Legislative Actions
Lawmakers in Idaho and Kentucky enacted a number of education bills during their recent sessions. **Story on Page 6.**

Closing the Promotional Gates
Philadelphia's superintendent of schools has promised to end social promotions but the process is not easy. **Story on Page 7.**

Merit-Pay Plan Criticized
A Florida commission on merit pay has recommended major changes in a plan already in the works. **Story on Page 7.**

A Scandal Spreads
Officials are investigating allegations of child abuse at other preschools in California. **Story on Page 10.**

An Information Gap
Few school officials are informing college-bound athletes of tough new freshman eligibility standards, a study shows. **Story on Page 10.**

Helping Chronically Ill Children
A program in Baltimore offers educators a model for helping children with chronic illnesses keep up in school. **Story on Page 11.**

Shifting Job-Training Priorities
A study of the Job Training Partnership Act says officials are putting less emphasis on younger disadvantaged youths. **Story on Page 12.**

Appointments 20
Commentary .... 18 and 24
Databank 15
Deadlines 21
Deaths 20
Events 20
Hearings 12
Leglislative Report 13
Letters 19
Marketplace 22
New Bills 12
Washington News 12

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THE WEEK

FEDERAL

House Approves Budget Resolution For Fiscal 1985

The House last week approved an overall budget plan for fiscal 1985 that, according to lobbyists, "tacitly" assumes a maximum spending limit of $17 billion for the U. S. Education Department.

The bill, commonly referred to as the first budget resolution, would provide $29.95 billion in budget authority for the category within the budget that includes education, training, employment, and social-service programs.

Although the report accompanying the bill, H Res 282, does not break down the $29.95-billion figure into budget subfunctions, the lobbyist said they have been told that it was arrived at by assuming $17 billion in spending for education programs.

Action on the Senate version of the budget resolution, meanwhile, remained stalled for a second week as senior Republicans in that chamber continued searching for a way to bring it directly to the floor.

The Republican leaders had hoped to act swiftly on the fiscal 1985 budget plan by attaching it as an amendment to a fiscal 1984 budget reconciliation bill left over from last year. That approach has been blocked by a group of Senate Democrats.

U.S.D.A. Proposes Verification Rule For School Lunches

The Agriculture Department has proposed a rule that would halve the number of applications for free or reduced-price school lunches that districts must verify.

Currently, school officials must verify the income levels and eligibility of 3,000 or 3 percent of the applications, whichever is fewer. Under the proposed rule, the number would drop to 1.5 percent or 1,500 applications, whichever is fewer.

Department officials proposed the change after analyzing the results of preliminary verification studies conducted in 114 districts during the 1982-83 school year. Those results showed that applications listing income within $1,200 of the eligibility ceiling are the most likely to be inaccurate. Hence, department officials say, schools can verify fewer applications, but focus the procedure on those who are statistically likely to misreport their income.

The proposed rule would also require families to report the amount and source of income for all adult members. Current rules require only an overall income figure. The preliminary tests showed that this requirement significantly reduced misreporting of income.

Other changes include a requirement that schools notify in writing those households selected for verification; that the schools complete the verification by Nov. 15 of each year; and that food-stamp recipients be allowed to list their case number instead of their income.

The rule is open for public comment until April 30. Comments should be sent to Stanley C. Garnett, branch chief, Policy and Program Development Branch, Child Nutrition Division, Food and Nutrition Service, U.S.D.A., Alexandria, Va. 22302.

NATIONAL

Panel of Experts To Begin Study of Vocational Education

The National Center for Research in Vocational Education has convened a panel of experts representing education, business, and labor, to examine vocational education in the high schools and offer recommendations for improvement.

In an attempt to address what has been called the "unfinished agenda" of the various reports on education, panel members will examine the vocational curriculum as it relates to preparation for work, according to Linda Lotto, the center's project director.

In addition, the commission will focus on student access to vocational education, changing job requirements and working conditions, and the coordination of vocational and academic training.

The efforts of the National Commission on Secondary Vocational Education are being sponsored by the U. S. Education Department through its contract with the national center.

The commission, which is chaired by Harry F. Silberman, professor of education at the University of California at Los Angeles, will hold the first of a series of public hearings on April 17 in Columbus, Ohio. The commission also has scheduled hearings in Chicago, Dallas, Denver, Hartford, Los Angeles, Portland, and Washington, D. C.

The commission members are: William Castorena, principal, Alamogordo, N.M.; Jack R. Frymier, professor of education, Ohio State University; Thomas Furtado, United Technologies Inc., Hartford, Conn.; Edwin Herr, professor of education, Pennsylvania State University; Marion W. Holmes, vocational-education director, School District of Philadelphia; Ruth Hughes, professor of home economics, Iowa State University; Mac Irving, vice president, Frit Industries, Ozark, Ala.; Carl McDaniels, professor of education, Virginia Polytechnical Institute and State University; E. D. Peeler, Genesco Inc., Nashville; Allen Phelps, professor of vocational and technical education, University of Illinois; Beatrice Reubens, senior research associate, Columbia University; Larry G. Selland, vocational-education administrator, Idaho Department of Education; and Dorothy Shields, education director, A.F.L.-C.I.O.

Organizations Form Consortium To Study Policymaking

Five organizations representing officials who make education policy at the state level have formed a consortium intended to provide their members with better information and thus improve the quality of policymaking.

The consortium includes the National Association of State Boards of Education, the National Governors Association, the National Conference of State Legislatures, the Council of Chief State School Officers, and the Education Commission of the States. It is funded for two years with a $621,386 grant from the National Institute of Education.

The State Education Policy Consortium, as the consortium is officially called, has outlined broad goals: to find ways for the individual organizations to better gauge and meet needs of their members; to reduce redundancy in the information gathering of the organizations; and to foster closer ties between the organizations and the education-research community.

Michael Cohen, who formerly directed research on effective schools at the N.I.E., has been appointed to direct the consortium.

He said it will pay particular attention to ways of improving the state policymakers' understanding in three areas: so-called "excellence issues," such as higher standards for the teaching profession; mathematics and science education; and the educational uses of technology.

The first project of the consortium, he noted, will be a report on where the policymakers get their information and how they use it.

Kentucky Teacher Is Named National Teacher of the Year

Sherleen Sue Sisney, a teacher of history, political science, and economics at Ballard High School in Louisville, Ky., has been named the National Teacher of the Year for 1984. Ms. Sisney was honored at a special White House ceremony, during which President Reagan presented her with a golden apple.

Ms. Sisney is the 33rd teacher to be recognized in the program, which is sponsored by the Council of Chief State School Officers, Encyclopaedia Britannica, and *Good Housekeeping* magazine.

The 37-year-old teacher has taught for 13 years at Ballard High, where she is co-chairman of the social-studies department and teaches 11th-grade advanced American history and 12th-grade economics and political science.

The economics class, one of the most popular at the school, includes

DATABANK

Enrollments in Private Schools, 1970-1982

Nearly 33 percent of all students attending schools in the city of Philadelphia in 1980 were enrolled in private schools, according to a new collection of data from the U.S. Census Bureau. That is the highest such percentage of any major city in the nation, ranking ahead of New York's nearly 24 percent, Chicago's approximately 23 percent, and Los Angeles' 17.5 percent, the Census Bureau reports in the County and City Data Book, 1983.

On a statewide basis, Delaware reported the highest proportion (18.1 percent) of students attending private schools in 1980. Hawaii, Pennsylvania, Louisiana, New York, Rhode Island, and Wisconsin all reported that between 15.5 and 18 percent of their students attended such schools.

Other data from the bureau's Current Population Survey *suggest that more than half of all students attending private schools most likely come from families earning less than $35,000 a year. Those families, the data indicate, spend under $800 per year on tuition. These statistics are reported in the 104th edition of* Statistical Abstract of the United States, 1984.

Private Schools: Enrollment and Tuition by Race, Family Income, Education Level of Head of Household, and Residence: 1982*

	Enrollment (thousands)			Mean tuition ($)	
		Private			
	All schools	Total	Church-related	All private	Church-related
Enrolled: Total	**41,534**	**4,151**	**3,441**	**1,029**	**827**
Dependent family members	40,902	4,128	3,423	1,028	825
Race[1]					
White	33,369	3,726	3,095	1,024	825
Black	6,245	277	220	975	796
Spanish origin[2]	3,464	300	264	837	747
Income[1] **($)**					
Less than 7,500	6,121	206	186	666	677
7,500 to 14,999	8,133	499	447	778	690
15,000 to 24,999	9,749	976	820	852	787
25,000 to 34,999	7,380	996	855	905	742
35,000 to 49,999	4,755	629	522	1,063	873
50,000 to 74,999	2,072	344	270	1,573	1,156
75,000 and over	715	221	142	2,106	1,374
Not reported	1,978	256	182	1,100	775
Education[1] [3]					
Elementary: 0-8 years	5,032	202	166	NA	NA
High School:					
1-3 years	5,811	326	279	NA	NA
4 years or more	14,875	1,340	1,151	NA	NA
Residence[4]					
Northeast	8,774	1,171	985	1,063	783
North Central	10,743	1,260	1,145	766	691
South	13,782	1,026	740	1,209	993
West	8,235	693	570	1,154	942

*Civilian, noninstitutional population, as of October.

[1] Dependent family members.

[2] Persons of Spanish origin may be of any race.

[3] Education of head of household.

[4] Total enrolled.

Source: U.S. Bureau of the Census, *Current Population Survey* unpublished data.

BARBARA HADLEY

Private Elementary and High School Enrollment by State*: 1970, 1980

State	Percent 1970	Percent 1980	State	Percent 1970	Percent 1980
Alabama	5.9%	10.4%	Montana	7.3	4.1
Alaska	2.9	3.2	Nebraska	13.3	10.5
Arizona	8.0	6.6	Nevada	3.6	4.6
Arkansas	4.0	5.4	New Hampshire	16.0	10.0
California	8.1	10.7	New Jersey	17.7	14.7
Colorado	7.1	6.4	New Mexico	5.8	6.3
Connecticut	14.2	12.7	New York	18.3	15.9
Delaware	12.8	18.1	North Carolina	4.1	5.6
District of Columbia	11.4	15.8	North Dakota	8.0	7.1
Florida	9.5	12.1	Ohio	13.0	12.2
Georgia	5.0	8.8	Oklahoma	2.9	4.2
Hawaii	11.4	16.8	Oregon	7.5	7.8
Idaho	5.0	3.5	Pennsylvania	18.6	16.9
Illinois	16.4	14.5	Rhode Island	19.0	15.6
Indiana	9.4	8.8	South Carolina	5.1	9.3
Iowa	10.0	9.3	South Dakota	6.4	6.2
Kansas	7.2	7.4	Tennesee	5.4	8.3
Kentucky	10.0	9.5	Texas	6.3	5.9
Louisiana	15.0	16.7	Utah	2.0	2.2
Maine	5.9	5.2	Vermont	10.4	6.8
Maryland	12.8	12.8	Virginia	6.8	7.4
Massachusetts	16.8	11.2	Washington	6.1	6.9
Michigan	12.1	10.2	West Virginia	4.4	3.9
Minnesota	11.7	10.0	Wisconsin	17.2	15.5
Mississippi	7.2	11.8	Wyoming	3.4	2.7
Missouri	12.8	12.7			

*Includes kindergarten.

Source: U.S. Census Bureau, *County and City Data Book, 1972, 1983.*

Private Schools By Level and Affiliation: 1976 to 1980*

	All private schools			No affiliation			Religious affiliation					
							Total			Catholic		
	1976	1978	1980[1]	1976	1978	1980[1]	1976	1978	1980[1]	1976	1978	1980[1]
Total:												
Schools	20,081	19,663	20,764	4,171	3,944	4,722	15,910	15,719	16,042	9,966	9,849	9,509
Pupils (1,000)	5,167	5,084	4,962	758	747	795	4,409	4,338	4,166	3,423	3,270	3,138
Teachers[2] (1,000)	269	273	277	62	63	70	207	209	207	146	143	144
Pupil/teacher ratio	19.2	18.6	17.9	12.2	11.9	11.4	21.3	20.8	20.1	23.4	22.9	21.8
Elementary[3]:												
Schools	12,965	12,749	13,333	1,476	1,384	1,678	11,489	11,365	11,655	8,092	8,020	7,783
Pupils (1,000)	3,081	2,989	2,902	184	184	211	2,896	2,804	2,691	2,464	2,342	2,241
Teachers[2](1,000)	133	133	133	14	14	15	119	119	117	95	93	92
Pupil/teacher ratio	23.2	22.5	21.8	13.1	13.1	14.1	24.3	23.6	23.0	25.9	25.2	24.4
Secondary:												
Schools	2,484	2,418	2,219	473	445	419	2,011	1,973	1,800	1,552	1,518	1,410
Pupils (1,000)	1,080	1,068	1,004	97	100	95	983	969	909	882	857	825
Teachers[2] (1,000)	62	63	62	9	9	9	53	53	53	46	45	46
Pupil/teacher ratio	17.4	17.0	16.2	10.8	11.1	10.6	18.5	18.3	17.2	19.2	19.0	17.9
Combined:												
Schools	3,420	3,348	3,459	1,276	1,219	1,212	2,144	2,129	2,247	140	135	149
Pupils (1,000)	905	937	929	401	396	392	504	540	537	56	53	56
Teachers[2] (1,000)	61	64	65	30	31	32	31	34	33	3	3	3
Pupil/teacher ratio	14.8	14.6	14.3	13.4	12.8	12.3	16.3	15.9	16.3	19.3	17.7	18.7
Other[4]:												
Schools	1,212	1,148	1,753	946	896	1,413	266	252	340	182	176	167
Pupils (1,000)	101	90	126	76	66	98	25	24	28	19	18	16
Teachers[2] (1,000)	12	13	18	9	10	14	3	3	3	2	2	2
Pupil/teacher ratio	8.4	6.9	7.0	8.4	6.6	7.0	8.3	8.0	9.3	9.5	9.0	8.0

*As of fall. Elementary includes any combination of grades from prekindergarten through 8. Secondary includes any combination of grades from 7 through 12. Combined must include at least one grade below grade 7 and one above grade 8.

[1] Revised data from the N.C.E.S. 1980-81 private, elementary, and secondary school survey.

[2] Full-time equivalent teachers.

[3] Includes middle schools.

[4] Includes special education, vocational/technical, and alternative schools regardless of grade span.

Source: U.S. National Center for Education Statistics, *Private Schools in American Education*, and unpublished data.

Private Elementary and High School Enrollment by City*: 1970, 1980

Cities ranked by population as of April 1, 1980	Percent 1970	Percent 1980	Cities ranked by population as of April 1, 1980	Percent 1970	Percent 1980
1. New York	25.2%	23.83%	39. Buffalo	29.2	25.23
2. Chicago	24.5	22.60	40. Toledo, Ohio	21.3	23.10
3. Los Angeles	12.6	17.57	41. Miami	13.9	18.31
4. Philadephia	34.3	32.85	42. Austin, Tex.	7.2	8.11
5. Houston	7.7	9.64	43. Oakland, Calif.	12.1	14.39
6. Detroit	18.0	16.45	44. Albuquerque, N.M.	9.1	9.88
7. Dallas	10.6	12.33	45. Tuscon, Ariz.	8.7	7.78
8. San Diego	7.7	10.06	46. Newark	13.0	12.94
9. Phoenix	10.7	8.31	47. Charlotte, N.C.	8.0	11.75
10. Baltimore	13.9	14.70	48. Omaha	22.8	20.36
11. San Antonio	13.2	9.81	49. Louisville, Ky.	20.3	22.37
12. Indianapolis	11.9	13.31	50. Birmingham, Ala.	7.2	10.98
13. San Francisco	21.8	29.79	51. Wichita, Kan.	9.4	13.76
14. Memphis	9.5	18.86	52. Sacramento, Calif.	8.9	11.68
15. Washington	11.4	15.84	53. Tampa, Fla.	13.5	13.65
16. Milwaukee	22.7	24.25	54. St. Paul, Minn.	30.9	29.76
17. San Jose, Calif.	5.0	8.12	55. Norfolk, Va.	13.3	14.91
18. Cleveland	17.1	21.33	56. Virginia Beach, Va.	9.2	7.35
19. Columbus, Ohio	11.7	13.52	57. Rochester, N.Y.	26.2	19.34
20. Boston	26.1	27.74	58. St. Petersburg, Fla.	11.7	14.82
21. New Orleans	25.6	27.44	59. Akron, Ohio	13.5	12.04
22. Jacksonville, Fla.	9.7	14.32	60. Corpus Christi, Tex.	7.7	9.48
23. Seattle	13.3	19.37	61. Jersey City	33.2	29.24
24. Denver	14.8	16.06	62. Baton Rouge, La.	13.9	16.07
25. Nashville-Davidson	10.5	14.88	63. Anaheim, Calif.	9.0	9.12
26. St. Louis	20.3	24.26	64. Richmond	6.8	13.96
27. Kansas City, Mo.	12.7	16.54	65. Fresno, Calif.	3.3	6.56
28. El Paso	5.2	5.07	66. Colorado Springs	6.9	7.20
29. Atlanta	7.1	10.35	67. Shreveport, La.	9.3	15.64
30. Pittsburgh	33.3	29.69	68. Lexington-Fayette, Ky.	6.0	11.73
31. Oklahoma City	5.3	9.47	69. Santa Ana, Calif.	9.4	9.66
32. Cincinnati	20.7	21.78	70. Dayton, Ohio	12.7	11.84
33. Fort Worth	6.2	9.65	71. Jackson, Miss.	12.1	21.25
34. Minneapolis	17.4	16.78	72. Mobile, Ala.	20.3	27.26
35. Portland, Ore.	13.0	13.71	73. Yonkers	29.2	30.39
36. Honolulu	16.6	22.81	74. Des Moines	8.5	10.90
37. Long Beach, Calif.	9.1	9.46	75. Grand Rapids, Mich.	29.5	23.68
38. Tulsa, Okla.	5.8	9.26			

*Includes kindergarten.

Source: U. S. Census Bureau; *County and City Data Book, 1972, 1983.*

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STANDING TALL

Four years after it was founded—in a vacant elementary school in Richmond, Va.—Franklin Military School, the nation's first experimental all-military public school, is graduating its first class this spring.

See Page 9.

'SMARTENING UP'

Concerned over the "dumbing down" of textbooks, educators and publishers are working to develop a plan that would upgrade the quality of instructional materials and improve the procedures for selecting them.

See Page 6.

AIMING HIGH

Calling on educators to "seize the initiative," California's chief state school officer has proposed a multimillion-dollar plan to recognize and reward individual schools that aim for and achieve higher academic standards.

See Pages 5 and 24.

EDUCATION WEEK

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Apple Has Half of Market

Number of Computers in Schools Doubles

By Thomas Toch

Microcomputers were added to thousands of public-school classrooms during the past year, according to a new survey.

The number of the nation's 81,506 elementary and secondary schools using at least one microcomputer for instruction more than doubled from 24,690 (30 percent) in the fall of 1982 to 55,765 (68 percent) in the fall of 1983, according to a survey by Market Data Retrieval, a private marketing research firm.

The firm estimates in its report, "Microcomputers in Schools, 1983-84," that there are a total of 325,000 computers distributed among the 55,765 school buildings using computers. That figure, according to the report, represents one computer for each 125 of the 40.6-million students enrolled in the public schools and one computer for each 92 students in the schools that reported having at least one computer.

On average, there are 5.8 microcomputers in each school that reported using them, according to the survey.

Apple Brand Dominant

The survey, the third in a series, was based on telephone calls to all school districts during the summer of 1983 and on 20,000 responses to a follow-up mail survey last fall.

Based on the data collected, the company estimates that Apple computers represent half of the total number of microcomputers in the schools, while Radio Shack has 21 percent of the market; Commodore 15 percent; and Atari, Texas Instruments, and International Business Machines together less than 10 percent.

Continued on Page 14

BARBARA HADLEY

The proportion of elementary schools using computers in instruction grew from 11 percent in 1981 to 62 percent in 1983.

Youths Reading Less, Adults Read More, New Survey Finds

By Anne Bridgman

Washington—Young people are reading less than they did five years ago, a study of reading and book-buying habits released last week by the Library of Congress has found.

At the same time, more adults are buying and reading books than were doing so five years ago, a "healthy" situation, according to the researchers.

One way to encourage children to read more is to encourage parents to read more, those who conducted the study also said. They further noted a connection between schools and reading. More than half of the books read by the young people who are reading were obtained at school libraries.

The study, "The Consumer Research Study on Reading and Book Purchasing," was commissioned last year by the Book Industry Study Group, a nonprofit group of publishers, librarians, manufacturers, and others associated with the publishing field. It updates a similar study sponsored by the group in 1978.

Conducted by Market Facts Inc. and analyzed by Research and Forecasts Inc., both of which are New York-based firms, the study questioned a representative sample of 1,961 people, including 1,429 adults aged

Continued on Page 13

States' Teacher-Incentive Plans Are Hitting Snags

By Thomas Toch

In the wake of last year's reports on schooling, a number of states—including Florida, California, Illinois, and Arkansas—moved rapidly to bolster their teaching ranks. In most cases, they established programs to toughen the evaluation of teachers and reward the best ones.

But now, as the plans are moved off the drawing boards, they are proving to be contentious and difficult to implement. Some of the difficulties are suggested by recent developments in several states:

Florida. To be eligible to apply to the state's new incentive-pay plan, which will offer two promotions within four years and raise salaries by up to $5,000 a year, teachers must pass an examination in their subject area.

But last week, officials in the Florida State Department of Education said that they had been able to find reliable examinations in only six of the 48 subjects the state licenses teachers in.

Roger M. Nichols, deputy commissioner of education, said, "We don't know what we're going to do" about the lack of reliable tests. Gov. Robert Graham, who shepherded the pay-incentive through the state legislature last year, has called a meeting of his cabinet—which also acts as the state board of education—on April 19 to discuss the issue.

Meanwhile, the Governor last week moved the deadline by which teachers must apply to the program from April 2 to April 20 because an ambiguity in the wording of the application form needed to be corrected. The first participants in the program are to be named next fall.

A Gallup poll released earlier this month indicates that 76 percent of Florida's teachers oppose merit pay. But according to state officials, more than 27,000 of Florida's 90,000 teachers have applied for the pay-incentive program, 10,000 more than the state had expected.

"We know they need the money. That's why we didn't ask them to boycott the program, even though it is not going to pick out the best teachers," said Sam Rosales, head of the independent union that represents teachers in the Tampa area.

However, the 4,000-member Pinellas Classroom Teachers Association—an affiliate of the National Education Association—is boycotting the plan. Thus far, only about 10 percent of the teachers in Pin-

Continued on Page 15

Higher Standards Linked to Dropout Increase

By Sheppard Ranbom

The Louisiana State Board of Elementary and Secondary Education will meet later this month to consider formal adoption of the new graduation standards it tentatively approved in late January. The standards mirror those proposed by the National Commission on Excellence in Education.

Last week, however, Louisiana's governor, Edwin W. Edwards, proposed his own 60-point school-reform plan, which urges state education leaders to consider, among other things, that higher graduation standards may force many students to drop out of school. The cautionary note, said an aide, stems from the Governor's concern that "dropping the hammer immediately" might exacerbate the academic problems of marginal students.

The Governor's plan includes recommendations that "advanced courses should be phased in over a period of time" but that "an appropriate alternative curriculum for students who are not college-bound should be developed by improving vocational-education options at the high-school level," said Mona Davis, the Governor's education advisor.

"We are concerned that the graduation requirements set an unrealistic level for

Continued on Page 17

IN SUMMARY

'These Kids Can't Wait'
The judge in a landmark special-education case charges that educators are failing to provide trained teachers. **Story on Page 5.**

A 'School-Merit' Plan in California
The state's superintendent of public instruction proposes to reward schools for raising performance in several areas. **Story on Page 5.**

Joint Authorship
Textbook publishers and educators have agreed on a plan to upgrade the quality of instructional materials. **Story on Page 6.**

Focusing on 'True Literacy'
English teachers warn against stressing basic skills at the expense of writing, literature, and languages. **Story on Page 6.**

Restructuring Vocational Education
An Ohio citizens' group is urging the state to place more emphasis on academics and on relationships with employers. **Story on Page 8.**

Aiming for Excellence
Maryland, Nebraska, and Wisconsin conclude legislative sessions with action on major education bills. **Story on Page 10.**

Free Lunches
More students are getting free lunches now than in 1979, but fewer are participating in the School Lunch Program. **Story on Page 11.**

Misspent Funds?
The Education Department has asked PUSH-EXCEL to return $700,000 in federal funds that it says were improperly used. **Story on Page 11.**

Indian Schools
American Indian leaders are pushing for legislation to forestall the closing of their schools. **Story on Page 12.**

Colleges Column 5
Commentary .... 18 and 24
Deadlines 20
Deaths 21
Events 20
Federal File 11
For the Record 12
Legislative Report 12
Letters 18
Marketplace 22
Vocational Education Column 8
Washington News 11

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THE WEEK

FEDERAL

Justice Department To Create Center For Missing Children

President Reagan last week announced that the Justice Department will provide $3.3 million for the creation of a National Center for Missing and Exploited Children.

The center, which is being developed by the Justice Department's office of juvenile justice and delinquency prevention, will help educate parents on how to prevent abductions and runaways, assist parents of missing children, and provide technical assistance to local law-enforcement agencies in their efforts to locate missing children, Mr. Reagan said.

President Reagan announced the grant during an April 5 speech before the New York State Federation of Catholic School Parents. *(See page 12 for excerpts.)* Justice Department officials, who declined to comment on the center, said they plan to make further information available next week.

Pay-Equity Bills Are Introduced In the Congress

The concept of "pay equity," or the comparable worth of various jobs, would be advanced in the federal government and the private sector under two bills introduced recently by Representative Mary Rose Oakar, Democrat of Ohio.

The pay-equity act of 1984 would require the Labor Department, the Justice Department, and the Equal Employment Opportunity Commission to report to the President and the Congress on their actions in the field of pay equity, said Cathy Straggas, a spokesman with the House Compensation and Employee Benefits Subcommittee. The bill would also require that the E.E.O.C. provide information to private-sector employers on the evaluation and equitable compensation of jobs.

The second bill—the federal employee pay-equity act—would require that the Office of Personnel Management conduct a study of the federal employee system to evaluate its equity, Ms. Straggas said.

Earlier this month, at hearings on the bills, relatives of the Democratic Presidential candidates praised their candidates' dedication to equal pay for women. Phyllis Schlafly, founder of the Eagle Forum, testified that the comparable-worth concept is unfair to the traditional family.

NATIONAL

Increased Courses In Science and Math Will Not End 'Crisis'

Raising requirements in science and mathematics will exacerbate the already serious shortage of qualified teachers in these fields, and, because many teachers remain unqualified, will not result in improved learning, an analysis of the status of science education suggests.

In a report presented at the annual meeting of the National Science Teachers Association, held this month in Boston, Bill G. Aldridge and Karen L. Johnston analyzed the factors contributing to the widely reported "crisis" in science and mathematics education. Mr. Aldridge is the executive director of the N.S.T.A. and Ms. Johnston is a researcher at the University of North Carolina.

One of the most common responses on the part of states to the inadequacies in schools' science offerings has been to increase the number of required courses. Twenty states have done so to date, and 20 more are considering doing so, Mr. Aldridge and Ms. Johnston said.

One effect of those actions will be to decrease the number of elective courses that students may take, thus reducing the need for teachers for those classes. Schools most likely will reassign the teachers of the electives to science and mathematics positions for which they are unqualified, the speakers said.

"Even though students may be acquiring credits in science and math, what will they be learning?" Mr. Aldridge and Ms. Johnston asked. "As long as science and math teaching slots are filled with unqualified teachers, increasing the course requirements is futile."

Currently, about 30 percent of all secondary science and mathematics teachers are "completely unqualified or severely underqualified to teach those subjects," the authors stated.

The practice of reassigning teachers from other disciplines to science and mathematics has also influenced the supply of college graduates in science and mathematics education. Because the slots are filled, in many instances with unqualified teachers, there are few jobs for the qualified teachers. The absence of jobs, Mr. Aldridge and Ms. Johnston argued, has deterred students who want to enter the field.

Education Agencies Awarded Grants for Pregnant Youths

The Council of Chief State School Officers last week awarded $500 coordination grants to seven state education agencies to support projects aimed at aiding pregnant teenagers and those who have children.

The grants, which were made possible through a grant to the council's resource center from the Carnegie Corporation of New York, were awarded to state education agencies in Delaware, the District of Columbia, Maryland, New Jersey, New York, Pennsylvania, and West Virginia.

In January, agency representatives and officials from state health and social-services groups met to discuss the special problems of educating and providing support services to pregnant teen-agers and teen-agers with children. *(See Education Week, Feb. 8, 1984.)*

At the conference, which was sponsored by the council and the National Association of State Boards of Education, education agency representatives were invited to apply for the grants by submitting interagency plans for cooperatively addressing the needs of pregnant adolescents and youths raising children.

The state agencies can use the funds to develop new programs or to supplement existing programs. In New Jersey, for example, the funds will be used to raise public awareness of the problems that face such youths and of the services that are available to them through local and state agencies, according to a spokesman for the council.

STATES

Wyoming Teachers Urge Ban on Jobs During School Hours

Delegates to the 52nd annual Wyoming Education Assembly have unanimously approved a resolution asking the state to prohibit public-school students from holding jobs that require them to work during the school day, except in the context of the school curriculum.

"A student's performance in school must take precedence over a job outside school," the 163 teachers who constitute the assembly agreed.

The delegate's reform package, entitled "Time To Teach—Time To Learn," included nine other recommendations. Among them were: the convening of a statewide conference on absenteeism and truancy; the enactment of a Wyoming collective-bargaining law; further equalization of school funding by the legislature; and the use of flexible teacher scheduling, according to Deborah K. Lee, communications officer for the Wyoming Education Association.

The teachers also asked that the state fund "educational excellence grants" that would allow up to 5 per-

Number of Microcomputers in Schools Doubled, Survey Finds

Continued from Page 1

According to the survey, Commodore computers are more likely to be used in affluent and suburban school systems, while Radio Shack brands are more likely to be found in poor and rural ones.

In a separate survey conducted during the 1982-83 school year, Market Data Retrieval found that computers are less commonly used for instruction in nonpublic schools than in public schools. Of the 9,416 Catholic schools in the United States, 23 percent reported using microcomputers for that purpose, compared with 26 percent of the non-Catholic private schools.

Differences Between States

The survey found wide disparities between the states in the use of computers in the classroom.

California, the largest state, has the largest number of computers in its schools—28,026.

Minnesota has the highest proportion of its schools using microcomputers (92.8 percent), followed by Oregon (92.4 percent), and Colorado (87.3 percent). Hawaii is the state with the smallest proportion of its schools using microcomputers (26.6 percent), followed by Mississippi (36.2 percent) and Alabama (42.3 percent)

Variations by School Type

In South Dakota, there is one computer for every 42.9 students, according to the survey, the lowest ratio of any state. The District of Columbia has a ratio of 54 to 1 and Montana has a ratio of 54.4 to 1. Hawaii has the highest ratio, 264.4 to 1, followed by South Carolina (162.8 to 1) and Alabama (157.1 to 1).

The survey also found variations in the use of computers among different types of schools, though the use of computers is increasing in all schools.

High schools, according to the survey results, have an average of 10.6 computers, while elementary schools have an average of 3.6. Similarly, elementary schools have an average of one computer for each 113 students, compared with one for each 91 students in junior high schools and one for each 75 students in high schools.

Computer 'Gap' Closing

Nonetheless, the proportion of elementary schools using computers has increased from 11 percent in 1981 to 62 percent in 1983, a much greater rate of increase than at the high-school level, where the number of schools using computers for instruction increased from 47 percent to 86 percent during the same period.

The survey also suggests that the much-discussed "computer gap" between affluent and poor schools is closing.

The proportion of "affluent" schools with computers rose from 30 percent in 1981 to 83 percent in 1983, while the proportion of "poor" schools with computers rose from 12 percent to 53 percent over the same period, a rate twice that of affluent schools.

The survey defines as "affluent" those schools with fewer than 5 percent of their students from families living below the federal poverty level; "poor" schools are those with 25 percent or more students below the poverty level.

Also, the proportion of often-affluent suburban schools using computers (75 percent) was not dramatically higher than that of the frequently less-affluent schools in rural (65 percent) and urban (67 percent) areas.

However, affluent schools were found by the survey to have an average of 7.2 computers, compared with 4.1 for poor ones.

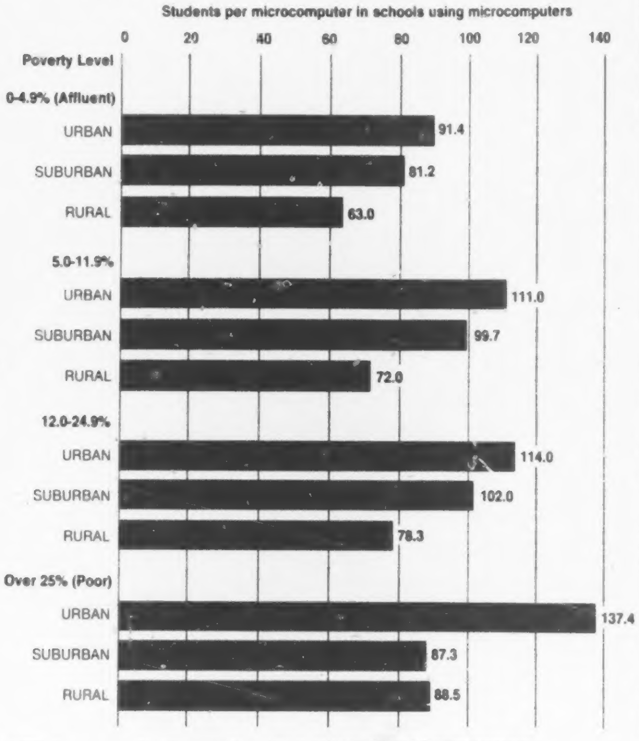
In their survey, officials of Market Data Retrieval attribute the surge in the number of computers being used in the schools to a number of factors, including collaborative efforts by states and computer manufacturers to reduce the cost of computers to schools, the availability of federal block-grant funds to purchase computers, the creation of statewide instructional programs that utilize computers, and a belief that "the computer is a powerful tool that will increase the productivity of either learning or teaching."

Pressure to Offer Instruction

"No doubt," they add, "many parents and students have put local boards of education under pressure to offer instruction with computers."

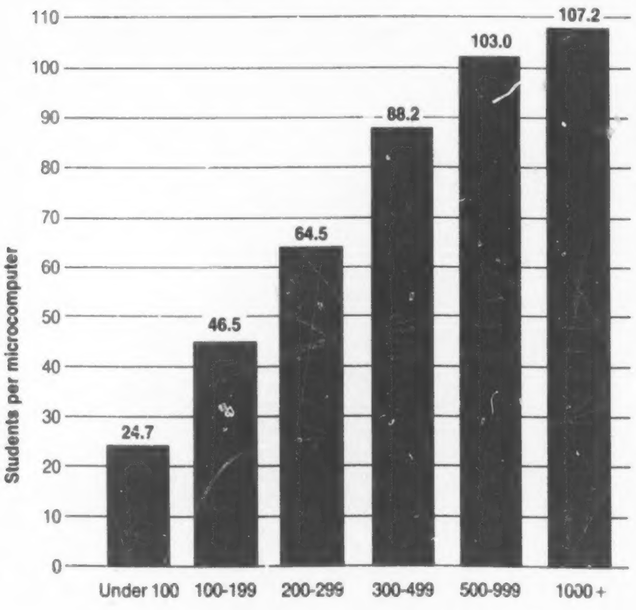
In a recent survey conducted by the National Association of Secondary School Principals, some 1,000 teen-agers from different parts of the country ranked computer courses only slightly behind mathematics and English courses in importance. One in six of the students said they hoped to have a computer-related job.

Number of Students to One Computer, by Poverty Level and Geographic Area: Public Schools, Fall 1983



NOTE: Percentages reflect the proportion of students in schools from families living below the federal poverty level

Students per Microcomputer by School Size, Fall 1983



Percent of Public Schools Using Microcomputers And Number of Students per Computer In Schools With Computers, Fall 1983

Rank	State	Percent	Elementary	Junior High	Senior High	K-12
1	Minnesota	92.8	67.2	65.7	46.2	45.6
2	Oregon	92.4	83.0	64.7	68.0	54.7
3	Colorado	87.3	79.7	80.5	65.7	37.5
4	Utah	85.7	130.9	103.1	41.0	34.3
5	Iowa	83.7	96.5	58.4	51.6	57.6
6	California	82.9	161.7	109.2	92.3	79.6
7	Indiana	80.3	95.5	88.6	71.6	76.8
8	Wyoming	80.1	74.9	59.8	36.4	31.5
9	New Hampshire	79.2	87.3	117.2	87.1	128.4
10	New York	78.7	100.1	85.4	92.9	58.4
11	Michigan	78.4	104.1	85.9	77.4	76.4
12	Delaware	77.9	129.7	81.9	71.8	81.7
13	Washington	77.4	89.1	70.7	57.2	22.7
14	Wisconsin	76.7	99.6	82.4	57.7	59.5
15	Connecticut	75.4	93.4	76.0	71.7	NA
16	Montana	74.9	69.8	64.3	39.5	41.6
17	New Jersey	74.3	71.0	57.5	69.3	NA
18	North Dakota	74.0	116.6	55.7	50.0	56.5
19	North Carolina	72.9	204.7	137.1	97.3	103.6
20	Virginia	71.6	168.5	105.5	112.6	63.3
21	Massachusetts	71.2	88.6	86.4	70.9	NA
22	Kansas	71.1	90.0	61.9	44.5	41.5
23	Illinois	68.5	116.1	77.9	63.4	82.2
24	Florida	68.2	108.1	103.9	75.6	143.6
25	Rhode Island	67.0	150.4	161.6	69.8	28.0
26	Idaho	66.0	99.7	101.4	63.7	39.8
27	Vermont	65.1	76.1	51.5	74.9	56.2
28	South Dakota	65.0	52.7	87.9	33.0	33.2
29	Maine	64.5	96.4	110.3	82.5	64.8
30	Ohio	64.2	131.7	88.8	86.8	94.4
31	Arizona	64.0	78.6	50.1	77.4	18.3
32	West Virginia	61.5	133.3	74.0	78.7	170.9
33	Tennessee	61.2	163.0	134.3	94.0	146.6
34	District of Columbia	61.1	48.6	60.4	95.1	NA
35	Maryland	59.7	202.4	167.8	119.7	144.6
36	Pennsylvania	59.6	112.0	66.2	68.4	89.9
37	New Mexico	58.9	111.4	119.4	69.6	36.3
38	Texas	57.6	89.6	95.2	86.4	53.5
39	South Carolina	57.3	189.4	223.7	139.5	82.3
40	Arkansas	56.2	87.4	103.0	60.0	88.8
41	Oklahoma	55.8	100.8	97.0	48.8	64.1
42	Missouri	55.6	118.3	95.0	76.8	100.1
43	Nebraska	55.3	95.1	89.4	48.8	59.7
44	Kentucky	55.1	130.4	157.8	72.9	105.8
45	Georgia	54.9	196.9	172.3	123.5	202.3
46	Nevada	50.2	134.5	57.5	95.5	74.5
47	Alaska	46.5	208.9	199.3	63.4	113.0
48	Louisiana	45.4	192.1	146.5	103.9	138.8
49	Alabama	42.3	158.1	187.0	158.1	260.8
50	Mississippi	36.2	197.8	103.4	105.3	343.3
51	Hawaii	26.6	222.6	356.6	258.5	616.8
	U.S. Total	**68.4**	**112.4**	**92.4**	**76.6**	**69.3**

NA: Not Applicable

Forecasted Microcomputer Distribution by Brand, Fall 1983

Brand	Number of buildings	Number of computers	Market penetration by building*	Market penetration by number of computers
Apple	37,420	160,500	67.1%	49.4%
Radio Shack	13,270	68,200	23.8	21.0
Commodore	8,750	49,500	15.7	15.2
Atari	2,230	9,400	4.0	2.9
Texas Instruments	1,900	6,500	3.4	2.0
I.B.M.	1,170	8,800	2.1	2.7
Other/Unknown brand	4,800	22,100	8.6	6.8

* Total more than 100% because many buildings contain more than one brand.

Source: Market Data Retrieval, *Microcomputers in Schools, 1983-84.*

R4800-2A

EQUAL PAY

At a special conference called to discuss the "revolutionary" idea of comparable worth, officials of the New Jersey Education Association told colleagues that they plan to test the concept in court before carrying it to the bargaining table.

See Page 5.

INADEQUATE FUNDS

A new study of the nation's Catholic schools concludes that the sources of support they currently rely on are not sufficient to maintain them in the future; it also finds "visible tensions" in the schools, but "much goodness" as well.

See Pages 10 and 11.

GREATER STATUS

A visiting German educator says teachers in his country receive scholarly training, earn good salaries, and are held in higher esteem than are teachers in the U. S.

See Page 13.

EDUCATION WEEK

American Education's Newspaper of Record

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Rise in Learning-Disabled Pupils Fuels Concern in States, Districts

By Susan G. Foster

The number of learning-disabled students has grown so rapidly in recent years that school officials—under mounting political pressure—are being forced to reassess the way in which such children are identified and classified.

Since the enactment in 1975 of the federal law guaranteeing handicapped children the right to an education, the number of learning-disabled students receiving special services in the nation's schools has risen by 948,658 children to 1.7 million, a 119-percent increase over a seven-year period. During that same time, overall enrollment in public schools dropped by about 11.5 percent, according to federal statistics.

Learning-disabled students represented 40 percent of the more than 4 million students served in special-education programs throughout the country during the 1982-83 school year, according to data collected by the U. S. Education Department. That same year, learning-disabled students represented about 4.3 percent of the school-age population.

In some states, the growth in the number of special-education students has far exceeded the national averages. For example:

- In New York, the number of learning-disabled students increased by 68 percent between the 1981-82 and 1982-83 school

Continued on Page 18

NEA-JOE DI DIO

About 10 percent of the nation's schoolchildren—4 million pupils—are now enrolled in special-education classes like this one.

Philadelphia To Study Classification of Learning-Disabled Pupils

Superintendent Finds Rise in Number 'Questionable'

By Vernon Loeb
Special to Education Week

PHILADELPHIA—Well into her second year in office, Superintendent of Schools Constance E. Clayton has announced that she is ready to take on the task of reforming the city's special-education program, a vast administrative maze that few school officials here claim to fully understand.

The Philadelphia School District now spends close to $100 million a year on instruction for more than 27,000 special-education students in full-day and part-time classes, more than the total number of students in any other school district in Pennsylvania except Pittsburgh.

And Ms. Clayton is the first to admit that she does not know whether that money is being well spent serving a special population that has steadily grown in recent years while the district's overall enrollment has steadily declined.

But by far the largest source of concern is an explosion in the district's number of learning-disabled students over the past seven years. In 1977-78, the system had 1,113 learning-disabled students enrolled in full-time classes; now it has 6,640, a 496% increase, and that total does not include another 5,402 learning-disabled students enrolled in part-time programs.

'Questionable' Increases

Ms. Clayton said in a recent interview that such rapid increases in the number of children being identified as learning-disabled were "questionable." And there is a growing sense among school officials and special-education advocates outside the system that a significant number of Philadelphia schoolchildren have been improperly identified as learning-disabled for a variety of reasons and placed in costly programs for the handicapped.

"I want to be very sure that children are not being placed in learning-disabled classes simply because they 'act out,' " Ms. Clayton said. "And I don't want children labeled as learning-disabled for the rest of their lives."

Among the questions that need to be answered as part of Ms. Clayton's special-education investigation, according to the officials and advocates, are:

- Why there has been a 496-percent increase in the district's learning-disabled population over the past seven years while the number of children identified as "educably mentally retarded" has decreased by 70 percent over the same period, from 4,488 in 1977-78 to the current 2,650.

Continued on Page 15

Senate To Vote on $600-Million for Asbestos Control

First Settlement Reached; Legal View Complicated

By Susan Walton

A $600-million, seven-year program to fund asbestos removal in public and private schools will be considered by the U. S. Senate some time in the next few weeks, and its sponsors are cautiously optimistic that it will win the votes needed for passage.

Senator James Abdnor, Republican of South Dakota, is the main sponsor of the measure, filed earlier this month as an amendment to S 757, the solid-waste-disposal amendments of 1983. The Senate is expected to take up that bill—the major environmental bill of the current session—late this week or early next week. The House passed its version of the solid-waste bill earlier, without an asbestos amendment.

The filing of the amendment coincided with several other major developments on the problem of asbestos in the schools. Late last week, a federal district judge in Philadelphia refused to vacate an earlier order that certified, or established, a "mandatory class" of school-district plaintiffs in suits against three of the 54 companies named in the class action.

The judge's move apparently means that all school districts are members of the class, and those who want to sue the three firms—

Continued on Page 16

Undercover in Schools: Educators Divided on Use of Agents

By Cindy Currence

Across the country this spring, hundreds of high-school students have been arrested because their sale or use of illicit drugs on school grounds was observed by undercover narcotics agents posing as students.

The arrests, and the drug-abuse-prevention programs that led to them, have sparked intense debate in some communities and educators and community leaders are lining up on both sides of the issue.

Advocates of the use of undercover agents say it offers the only accurate method of gauging the extent to which drugs are used on campus and possibly the only effective method of eradicating the problem.

But opponents say the programs are "short-sighted" at best, and at worst, thwart the educational process and may violate the constitutional rights of students and teachers.

According to statistics from "Drugs and American High School Students, 1975-1983," a study released in February by the National Institute on Drug Abuse, drug use among high-school seniors is common and has increased significantly since 1975 when researchers began collecting data.

Fifty-seven percent of students who graduated in 1983 reported having used marijuana, compared with only 47 percent of the class of 1975. Last year, researchers reported a "leveling and the beginning of a decline" in drug use, but added that the use of heroin and other opiates had remained virtually unchanged since 1979 and that the use of cocaine continued at "peak" levels. About 16 percent of seniors in the class of 1983 reported that they had used cocaine, while only 9 percent of seniors in 1975 said they had used the drug. *(See Education Week, Feb. 15, 1984.)*

Two Schools of Thought

"There definitely are two schools of thought on this issue," said Eugene Graves, principal of the Junior High School of the Kennebunks in Maine and chairman of the education committee of the National Federation of Parents for Drug-Free Youth, a national coalition of grassroots parents' groups brought together with the assis-

Continued on Page 17

IN SUMMARY

A Push for Pay Equity
The New Jersey Education Association says it will test the concept of "comparable worth" in court. **Story on Page 5.**

Professional Development
Wake County plans to become the second district in North Carolina to adopt a career-ladder plan for teachers. **Story on Page 6.**

Textbooks in Texas
The State Board of Education has repealed a rule requiring that textbooks treat evolution as one of several theories. **Story on Page 8.**

From Theory to Practice
Maryland educators have tested strategies to improve elementary-school teaching and find they work. **Story on Page 9.**

Catholic Schools
New studies of the schools conclude that they are facing financial problems and continuing enrollment declines. **Story on Page 10.**

Reform in Louisiana
The Governor has submitted to the legislature a 60-point, $300-million proposal for educational improvement. **Story on Page 12.**

A View From Abroad
Teachers in Germany have higher salaries and more prestige than their U. S. counterparts. **Interview on Page 13.**

Diagnosis or Treatment?
Lawyers argue before the U. S. Supreme Court over the obligation of a school to catheterize a handicapped pupil. **Story on Page 14.**

Little Rock Revisited
A federal judge has ordered two white suburban districts to join a predominantly black district. **Story on Page 14.**

Commentary .... **19 and 24**
Databank **11**
Deadlines **21**
Events **21**
Leglislative Report **15**
Letters **19**
Marketplace **22**
Models Column **10**
Publishing Column **20**
Washington News **14**

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THE WEEK

FEDERAL

Senate Committee Would Freeze Education Spending

Fiscal 1985 funding for education and other nondefense discretionary programs would be frozen at current levels under an overall spending plan approved by the Senate Budget Committee this month.

According to budget documents, the total amount available for the budget category that includes education, training, employment, and social-service programs would be $28.9 billion in fiscal 1985, compared with $31.3 billion in this year's budget. The apparent decline is due to one-time-only advance funding for the Job Training Partnership Act program in fiscal 1984.

The full Senate is expected to take up the committee's spending plan, known as the first concurrent budget resolution, shortly after it reconvenes from its Easter / Passover recess on April 24. The House passed its version of the budget resolution earlier in the month.

STATES

College Guarantees Performance of Teacher Graduates

Officials of the University of Northern Colorado have offered to retrain this year's graduates from its college of education who fail to perform satisfactorily on the job, at no cost to the schools or the employees in question.

Daniel J. Burke, dean of the university's college of education, said the offer, which is outlined in a two-page document sent recently to every principal and superintendent in the state, is designed to "build confidence in the [university's education] graduates, the program, and the faculty."

"The day is over, in my judgment, when we can sit and prepare teacher candidates in isolation," Mr. Burke explained.

"We need to work with school districts and agencies that employ our graduates" to "bridge the gap that has existed in the field."

Under the plan, the university has agreed to work with school officials and other education-related employers to resolve problems related to the performance of graduates. He said the strategy could include additional college training, independent study, or consultation with a university professor for graduates whose training is found inadequate.

Mr. Burke said the offer would be available to this year's graduates only.

He said, however, that the university also has agreed to provide professional-development training to previous graduates who are nominated by their employers.

According to Mr. Burke, the university's college of education is the fifth largest in the country. He said about 1,100 students are granted degrees each year and about two-thirds apply for state certification.

Utah State Board Considers Credit for Religious Instruction

The Utah Board of Education is considering a proposal that would allow schools to give high-school students credit for elective, off-campus courses in religious instruction.

The proposal has been criticized by officials of the state chapter of the American Civil Liberties Union, who say it is designed to favor students who study in Mormon seminaries, which are adjacent to many Utah public high schools.

According to Kathryn Collard, a lawyer for the A.C.L.U., "the sponsorship of those courses constitutes advancement of a particular religion." Ms. Collard argued successfully in 1977 against seminary credit before the U. S. Court of Appeals for the 10th Circuit in *Lanner* v. *Wimmer*.

But the proposal the board is considering "closely follows" the appeals court's decision in *Lanner* by allowing all students to obtain credit for release-time classes and thus is constitutionally sound, said Doug Bates, administrative assistant for school law at the state education department.

About 60 percent of students in Utah public schools attend release-time classes, Mr. Bates said.

Teachers' Group Mounts Campaign For Higher Pay

The Association of Texas Professionals has begun a letter-writing campaign in support of a special session by the state House of Representatives this summer to address a proposed pay increase for teachers.

The 38,000-member association, the second-largest teachers' group in the state, wants lawmakers to hold the special session in June, according to Annelle McCorkle, the association's assistant executive director.

She said Gov. Mark White had proposed a 24-percent increase over the biennium but the legislature last year failed to provide funding for his proposal through a tax increase. The issue surfaced again last month when the Governor's education-reform panel recommended raising the salaries of beginning teachers from the current level of about $11,100 annually to about $15,000.

In their letters, according to Ms. McCorkle, "the teachers are saying, 'Don't be afraid to support a tax increase. We as educators will back you and help you explain why it's necessary.' "

University Raises Admission Standards In South Carolina

The University of South Carolina has joined the rest of the state's public four-year colleges in approving higher admission requirements that will affect all students applying for admission for the fall of 1988.

According to Deborah C. Haynes, associate director of admissions at the University of South Carolina, the new requirements include four units of English; three units of mathematics (including algebra 1 and 2, with a fourth unit of geometry strongly recommended); two units of laboratory sciences (with a third unit strongly recommended); three units of social sciences; two units of the same foreign language; one unit of advanced mathematics, computer science, world history, world geography, or Western civilization; one unit of physical education; and three additional electives.

Last June, after a year of work by an advisory committee, the South Carolina Commission on Higher Education approved a list of recommended high-school courses. The list was accepted last fall by all the other state four-year institutions, including Clemson, the Citadel, the College of Charleston, South Carolina State College, Lander College, Winthrop College, and Francis Marion College, according to Frank E. Conard, associate director for academic affairs for the commission.

Illinois Legislature Considers Seat Belts For School Buses

Illinois may become the first state to require districts to equip new school buses with safety belts—and require students to wear them—if the state's General Assembly approves a measure now under consideration.

"Illinois could lead the nation," said Carol Fast, chairman of a New York City-based coalition pushing for similar legislation nationwide.

Under the proposal, all new school buses, beginning with the 1985 models, would be required to have seat belts, passengers would have to use them, and the state would be required to reimburse local districts for the added cost.

State Representative John Cullerton, a Chicago Democrat, said the intent of the bill is to reduce fatalities from traffic accidents and to get children in the habit of wearing seat belts.

Last year, lawmakers enacted legislation requiring children under 6 years old to wear safety restraints in automobiles.

DATABANK

A Survey of Catholic Schools

With funding from the Ford Foundation, the Minneapolis-based Search Institute conducted a survey of 910 principals of Catholic high schools. Following are findings from the preliminary report. The survey was designed to develop a "national composite view of the resources, programs, facilities, personnel, and policies" of Catholic high schools. A final report is scheduled for publication in September.

1. Administration

In U. S. Catholic high schools . . .

- Forty-three percent report that the principal is a woman religious. Twenty-seven percent of principals are Catholic laity. Twenty-one percent are priests.
- In "the past 10 years," 52 percent of Catholic high schools have had three or more principals.
- In nearly one-third of high schools, the tenure of the current principal has been two years or less.
- Ninety-nine percent of high schools have graduation requirements in the areas of mathematics, science, history / social sciences, and religion. Fifty-seven percent have requirements in foreign languages, 51 percent in fine arts, and 18 percent in computer science.
- From a list of 14 educational goals, principals placed the most importance on "building community among faculty, students, and parents."
- Eighty-two percent of schools have a professional staff meeting once a month or more often; 8 percent have weekly meetings.
- Ninety-nine percent have a student council or other representative body elected by students.
- Ninety-eight percent of principals have an advanced degree (M.A., M.S., or higher). Of these, 6 percent have a doctorate.

2. Teachers

In U. S. Catholic high schools . . .

- Ninety-four percent of full-time teachers are white, 2 percent are black, 4 percent are of Spanish origin, and 1 percent are Asian.
- About 51 percent of full-time teachers are Catholic laymen or laywomen.
- Eighteen percent of full-time teachers are non-Catholic.
- About one-third of full-time teachers have been with their respective schools two years or less.
- About three-quarters (74 percent) of full-time teachers are 44 years old or younger.
- Seven percent of schools use merit as a factor in establishing teachers' compensation.
- In 32 percent of schools, teachers are represented during contract negotiations by some negotiating group.
- Fifty-four percent of full-time teachers have an advanced degree (M.A., M.S., or higher).
- In 1982-83, the average salary paid to a beginning lay teacher with a B.A. in Catholic high schools was $10,951.

3. Students

In U. S. Catholic high schools . . .

- Eighty-six percent of students are Catholic.
- Eighty percent of high-school students are white. Minority percentages are as follows:

Black	8%
Spanish-origin	8%
Asian	2%
Native American	1%

- Each principal was asked to estimate the distribution of family gross annual-income levels for his or her high-school students. The national percentages, based on the 910 completed surveys are as follows:

Under $10,000	7%
$10,001-$20,000	24%
$20,001-$30,000	34%
$30,001-$50,000	25%
$50,001 or more	11%

- Average daily student attendance for 1982-83 was 95 percent.
- In 1982-83, 13 percent of students received financial aid from their high school.
- Eighty percent of the graduating class of 1983 enrolled in a 2-year or 4-year college or university.
- Thirty-four percent of schools have more than a 20 percent enrollment of students from single-parent families, based on principals' estimates.
- Over the last three years, the average Catholic high school had five graduates who were National Merit Scholarship Finalists or Semi-Finalists.

4. Academic and Co-Curricular Programs

In U. S. Catholic high schools . . .

- More than one-third (34%) of the graduating seniors in the class of 1983 took a third-year course in French, German, or Spanish. Sixteen percent took a fourth year.
- Ninety-two percent of the class of 1983 had one or more courses in biology, 56 percent had one or more courses in chemistry, 28 percent had one or more courses in physics, and 15 percent had calculus.
- Forty-six percent offer off-campus community-service activities for credit.
- Seventy-nine percent offer chorus or choir activities, 54 percent have a student band, and 23 percent have a student orchestra.
- The vast majority of schools attended by girls have girls' varsity athletics.

5. Religious Education

In U. S. Catholic high schools . . .

- Sixty-four percent of full-time religion teachers are laity.
- Fifty-two percent of schools offer mass once a week or more.
- Sixty-seven percent of high schools require 9th-grade students to attend one or more retreats; 59 percent require 12th graders to attend one or more retreats.
- Seventy-eight percent of Catholic high schools provide, on a yearly basis, inservice training for all faculty outlining their role in the school's overall religious mission.
- Twenty-six percent of high schools have one or more teachers who are Jewish.
- Seventy percent of high schools have added new courses within the last five years to address issues related to the social teachings of the [Roman Catholic] Church.
- Ninety-five percent of all high-school students who are Catholic (and 88 percent of those who are not Catholic) are required to attend some or all liturgical services held in the school.
- On the average, 50 percent of all Catholic high-school class sessions begin with prayer.
- Eighty-one percent of principals report that the Blessed Sacrament is reserved in the school in a location available for visits by students and faculty throughout the day.

6. Computer Use

In U. S. Catholic high schools . . .

- Ninety-nine percent have one or more microcomputers.
- The most frequent uses of computers are for compiling alumni and parent lists and for budget management.
- Twenty-seven percent of graduating seniors in the class of 1983 took one or more courses in computer programming.
- In 1982-83, 78 percent offered one or more courses in computer programming.

7. School Standards

In U. S. Catholic high schools . . .

- For 1983-84, 35 percent of schools accepted all students who applied for admission to the 9th grade.
- During 1982-83, 62 percent expelled one or more students for academic reasons, and 72 percent expelled one or more students for disciplinary reasons.
- Ninety-nine percent of schools have a written statement of standards for student behavior, which is given to each student.
- For each of the following problem behaviors, less than 5 percent of principals claim that the behavior is a "serious problem in my school": absenteeism, physical conflicts among students, theft, alcohol or drug use at school, vandalism, or verbal or physical abuse of teachers.
- Ninety-nine percent of high schools have rules about student dress, 93 percent prohibit students from leaving the school grounds during the school day, and 86 percent prohibit smoking in school or on the school grounds.
- Thirty-six percent of schools have a list of students waiting to be admitted.
- Ninety-seven percent of principals report that the administration knows within two hours if a student is absent from classes; 69 percent know within the hour.

8. Facilities, Resources, and Location

In U. S. Catholic high schools . . .

- Forty percent were established after 1951.
- Fourteen percent have merged with another high school.
- Sixteen percent have changed from a single-sex school to a coed school.
- Fifty-nine percent provide school-owned housing for some or all staff members.
- Catholic high-school libraries, on the average, have approximately 11,800 volumes.
- Thirty percent of the 910 high schools are located in a metropolitan area with a population of one million or more. Seventeen percent are in cities with a population of less than 25,000.
- Sixty-three percent of schools report that some or all of their school facilities are accessible to handicapped or wheel-chair-bound students.
- Fifty-two percent of Catholic high schools are located within the limits of a city with two or more suburbs. Thirty-five percent of schools are suburban.
- Almost a quarter of schools are located in an area where 25 percent or more of the residents are black.

9. School Climate

For each of the following school characteristics is listed the percentage of principals who think that the characteristic "is true of this school."

• Students are expected to do homework.	95%
• School has a strong "sense of community."	92%
• Teachers at this school constantly press students to do their very best.	92%
• Teacher morale is high.	90%
• School places a great deal of emphasis on varsity athletics.	47%
• Teachers find it difficult to motivate students.	18%
• Many teachers do not actively support the religious mission of their school.	7%

- Principals estimate that staff, students, and families would attend school events in the following percentages:

	Major Events		
	Dramatic	Music	Sports
Students	40%	32%	55%
Staff	58%	47%	52%
Family Members	36%	30%	42%

10. Parent Involvement

In U. S. Catholic high schools . . .

- Eighty-four percent have a parents' organization. On the average, principals estimate that about one-third of parents are active in parents' organization.
- Ninety-six percent of schools hold parent-teacher conferences at least once a year. Thirty-five percent schedule conferences at least every three months, some as often as monthly.
- On the average, principals report that their school received about 3,000 hours of parent volunteer work during 1982-83.
- In stating their perceptions of parents' goals for the school, principals named these as the top two expectations: "preparing students for college" and "developing high moral standards and citizenship."

11. Development and Finances

In U. S. Catholic high schools . . .

- On the average, 10 percent of annual income comes from fund-raising events. Interest on investments, on the average, provides 2 percent of annual income.
- Fifty-six percent of high schools have a development office, and 59 percent have someone designated as development coordinator or development officer.
- Forty-nine percent have a director of public relations.
- Fifteen percent have an estate-planning / deferred-giving program in operation. In the fall of 1983, 26 percent were involved in a capital-fund effort.
- The 910 schools reported their total operating budget for 1982-83 to be just under a billion dollars.
- Using the total enrollment figures reported by these schools, per-pupil cost for operating expenses across all the schools was $1,839 per student in 1982-83.

12. Governance and External Relations

In U. S. Catholic high schools . . .

- Seventy-two percent have a school board (either advisory or policy-making). The average size of school boards is 15, of which one-third are women and about two-thirds are laity.
- Sixty percent of principals report that their school board has more influence on school policy now than it did five years ago.
- Sixty-three percent receive state aid for library or audio-visual resources; 49 percent receive state aid for textbook purchases, and 40 percent receive aid for bus transportation.
- Fifty-nine percent of school boards meet monthly or more often.

13. Five-Year Trends

- More than half of high-school principals report that their school has experienced an increase "in the last five years" in:

—Goal-setting and long-term planning
—Emphasis on basic reading, writing, and mathematics skills
—Percentage of lay teachers
—Number of persons involved in school decision-making
—Number of courses required for graduation

- Only 1 percent report an increase in disciplinary problems.
- Thirty-seven percent report an increase in the percentage of minority students. Only 6 percent report a decrease in minority-student enrollment.

14. Needs and Achievements

Principals were asked to evaluate "how well your high school is operating" in each of 45 areas of school life. The six areas receiving the best marks, on the average, of these evaluations were:

- Maintaining an effective discipline policy
- Religious education
- Value or moral education
- Creating a caring and benevolent school environment
- Mathematics curriculum
- Science curriculum

The areas in which principals indicated their schools had the most pressing needs were:

- Quality education for the handicapped
- Involving parents and the community in decision-making
- Responding to the special needs of minorities
- Recruiting and retaining low-income students
- Computer-assisted teaching

WASHINGTON

Federal Judge Orders Consolidation Of Little Rock, Suburban Districts

By Tom Mirga

A federal district judge in Little Rock, Ark., has ruled that two largely white suburban school districts have contributed to student segregation in the city schools and thus should be consolidated with the predominantly black district.

"In my view, public education in this community has reached a crisis stage," said U. S. District Judge Henry Woods in his April 13 order. "The problem cannot be avoided by equivocation or half measures."

Judge Woods set a hearing for April 30 to begin working out details of the consolidation, which will affect approximately 56,000 students in the metropolitan Little Rock area.

However, lawyers for the suburban North Little Rock and Pulaski County school districts have announced that they will seek a stay of the order pending their appeal to the U. S. Court of Appeals for the Eighth Circuit.

"This opinion is based almost entirely upon the conclusions of outside experts, who were basing their conclusions on the conclusions of others," said W. H. Dillahaunty, who represents North Little Rock district in *Little Rock School District* v. *Pulaski County School District, et al*. "I know that sounds convoluted, but I guess I feel just like that gal in that commercial: 'Where's the proof?' "

History of Resistance

Little Rock became synonymous with resistance to desegregration when, in 1957, Governor Orval Faubus ordered the Arkansas National Guard to prevent the enrollment of nine black schoolchildren in then all-white Central High School. President Eisenhower responded to the protest by federalizing the National Guard unit and by dispatching troops of the 101st Airborne Division to disperse mobs of angry whites and to ensure that a federal court order to desegregate was carried out.

According to papers filed with the court in the latest round of litigation, the Little Rock school district has become smaller and increasingly black during the past 10 years. In the 1973-74 school year, 48 percent of the district's 21,095 students were black. Today, the total number of students has shrunk to 19,052, of whom 70 percent are black.

By comparison, the North Little Rock district enrolls 9,051 students, of whom 36 percent are black, and the Pulaski County district enrolls 27,839 students, of whom 22 percent are black. The North Little Rock district lies directly across the Arkansas River from the city school district, and the Pulaski County district encircles them both.

Contributed to Segregation

In his 64-page memorandum and opinion, Judge Woods held that over a period of years, the suburban districts, in concert with other public and private agencies, acted in a manner that contributed to segregated housing and other conditions that resulted in increasing segregation in the Little Rock district.

For example, he noted that the districts accepted white students from Little Rock in 1959 when Governor Faubus closed the city schools following a U. S. Supreme Court desegregation order. Judge Woods also wrote that talks among the three districts regarding voluntary consolidation in the late 1960's were broken off by the suburban districts following the city district's adoption of a full-scale desegregation plan. In addition, he noted that neither suburban district provides "compensatory" educational assistance for its black students.

Furthermore, Judge Woods wrote that the North Little Rock district has failed to hire and promote black teachers and administrators in numbers proportionate to their representation in the city and that it disproportionately classifies black students as educably mentally retarded.

The Pulaski County district, he continued, has failed in large part to comply with the provisions of a consent decree that settled a separate desegregation suit. Among other things, he noted the district has failed to guarantee racially neutral policies on the selection of school-construction sites, to establish a biracial council as ordered, and to seat two blacks on the county board as nonvoting, ex-officio members.

"The deficiencies in the Pulaski County and North Little Rock districts have had severe interdistrict effects," Judge Woods wrote. "The only long-term or even short-term solution to these problems is consolidation.

"Not only will this solution provide the basis for the establishment of a unitary school system, but it should provide economy in administration and transportation that will contribute toward a quality education for all students in this county," he concluded.

Related Activity

In other desegregation cases around the country:

- Missouri Attorney General John D. Ashcroft has asked the federal district judge overseeing the St. Louis metropolitan area's school-desegregation lawsuit to reject proposals for five magnet programs in the city next year.

In a petition filed with U. S. District Judge William L. Hungate on April 9, Mr. Ashcroft said the programs were approved without careful study to determine whether they would actually attract white students from St. Louis County into the predominantly black city schools.

Three of the five programs approved for expansion or duplication would have only a "feeble drawing power," he contended.

Suit Filed in Yonkers

- The Yonkers (N.Y.) Board of Education voted unanimously on April 14 to sue the city of Yonkers for $12.5 million to prevent the shutdown of public schools on April 30, when the district is expected to run out of money.

The legal battle pits the school board and Mayor Angelo R. Martinelli against the city's corporation council, which contends it does not have the ability to raise the funds. The city faces a projected $42-million budget deficit in the fiscal year that begins on July 1.

The state has offered the city a $9.5-million loan to help see the schools through the financial crunch, but it was contingent on the imposition of a state financial-control board. A majority of the seven-member council rejected the offer earlier this month.

The school district's current financial status bodes ill for a proposed out-of-court settlement of the district's school-desegregation lawsuit.

Under the terms of an agreement reached last month by the school board, the U. S. Justice Department, and the National Association for the Advancement of Colored People, the district was required to come up with $18 million by April 20 to finance the voluntary integration plan. The case is to go back to trial in federal district court if the funds are not made available.

Los Angeles Desegregation

- Lawyers for the N.A.A.C.P. and the Los Angeles Unified School District, in a rare full session of a federal appeals court earlier this month, argued over the civil-rights group's right to pursue a lawsuit accusing the district of practicing "longstanding" segregation.

The organization has attempted to resurrect a class action rejected last September by a three-judge panel of the U. S. Court of Appeals for the Ninth Circuit. It claims that the school district has failed to take steps to eliminate all vestiges of state-imposed segregation.

The appeals court is expected to issue its ruling in the case, *N.A.A.C.P. v. Los Angeles Unified School District*, by July.

Meanwhile, the city school board last week agreed to pay $1.35 million in fees to lawyers for the N.A.A.C.P. and other civil-rights groups who argued for the use of busing as a tool to desegregate the city's schools.

The payment of the fees was originally required by a federal district judge in November 1981 following the passage of a voter-approved initiative that halted mandatory busing and effectively killed the lawsuit.

High Court Asked To Restrict Medical Services for Students

By Tom Mirga

WASHINGTON—A lawyer for a Texas school district asked the U. S. Supreme Court last week to rule that a federal anti-discrimination statute requires schools to provide handicapped students with medical care only for purposes of diagnosis and evaluation.

Catheterizing a student's bladder in order to allow her to urinate is not a "related service" as defined under the Education for All Handicapped Children Act of 1975, argued James W. Deatherage on behalf of the district in *Irving Independent School District* v. *Tatro* (Case No. 83-558).

"There was a limitation placed by Congress in that definition, and that limitation was diagnosis and evaluation only," he said. "We submit there is nothing in this act requiring school districts to provide clean, intermittent catheterization."

But, argued James C. Todd, the lawyer for the seven-year-old girl whose parents filed the lawsuit, catheterization "is surely not among the greater burdens that school districts are required to bear" under the anti-discrimination law, P. L. 94-142.

"Catheterization is so simple that a person of average intelligence can be trained to do the procedure in less than 30 minutes," Mr. Todd said. "We are not asking the school district to cure her."

Related Services

The Justices' decision to hear the case stems from an April 1983 federal appeals court ruling that catheterization—the insertion of a small tube into the urethra to empty the bladder—is a related service guaranteed to handicapped students under P.L. 94-142. *(See Education Week, May 25, 1983.)*

The law defines such services as those "required to assist a handicapped child to benefit from special education." But it goes on to say, however, that medical services covered under this definition "shall be for diagnostic and evaluation [purposes] only."

The lawsuit was initiated in 1979 by the parents of Amber Tatro, a child of normal intelligence who was born with spina bifida, a condition that prevents her from urinating normally. Amber's parents requested that the school district create an individualized education program for her that includes catheterization, but the district declined, saying that the service was "medical treatment" not required under the law.

The Court could rule in the case before its summer recess, which begins in early July, or it could wait until the after the beginning of its next session in October to hand down its decision.

Buffalo Desegregation

In other actions last week:

- The Court turned down a request by the mayor of Buffalo, N. Y., that it review a federal district judge's $7.4-million funding order in the city's school-desegregation case, *Griffin* v. *Board of Education* (No. 83-625).

In papers filed with the Justices, lawyers for Mayor James D. Griffin unsuccessfully argued that it was unconstitutional for the judge to direct the city to appropriate the funds, in part because the sum "was picked out of the air" by the school board's lawyer.

The municipal government also challenged as false the school board's claim that its entire budget is required for desegregation.

The city noted that the National Association for the Advancement of Colored People, which also is involved in the lawsuit, disagreed with the school board's position when the case was tried before a federal appeals court. During that trial, lawyers for the civil-rights group stated that the Buffalo board and other school boards around the country were "giving desegregation a bad name" by claiming that "everything is required for desegregation."

The mayor, residents, and taxpayers of Buffalo have been exonerated of any fault in the desegregation case, the city argued in its motion seeking review of the case.

"The responsibility was that of . . . the school board itself," it said. "Now, to escape from the consequences of its wrong, the school

Continued on Page 15

Chapter 2 Allocations for 1984-85

State	Fiscal 1984 Allocation
Alabama	$7,768,128
Alaska	2,229,304
Arizona	5,432,061
Arkansas	4,465,735
California	42,771,613
Colorado	5,507,115
Connecticut	5,488,351
Delaware	2,229,304
District of Columbia	2,229,304
Florida	16,765,272
Georgia	11,173,720
Hawaii	2,229,304
Idaho	2,229,304
Illinois	21,202,862
Indiana	10,573,285
Iowa	5,347,624
Kansas	4,240,572
Kentucky	7,167,693
Louisiana	8,959,616
Maine	2,229,304
Maryland	7,721,219
Massachusetts	9,916,560
Michigan	17,769,124
Minnesota	7,608,637
Mississippi	5,450,824
Missouri	8,893,944
Montana	2,229,304
Nebraska	2,927,121
Nevada	2,229,304
New Hampshire	2,229,304
New Jersey	13,350,297
New Mexico	2,795,776
New York	31,110,039
North Carolina	11,258,157
North Dakota	2,229,304
Ohio	20,245,918
Oklahoma	5,938,678
Oregon	4,756,571
Pennsylvania	20,799,444
Rhode Island	2,229,304
South Carolina	6,389,004
South Dakota	2,229,304
Tennessee	8,725,071
Texas	30,096,805
Utah	3,565,083
Vermont	2,229,304
Virginia	9,907,178
Washington	7,646,165
West Virginia	3,771,482
Wisconsin	8,884,562
Wyoming	2,229,304
Puerto Rico	8,259,237
American Samoa	436,089
Northern Marianas	219,073
Guam	1,233,725
Trust Territory	1,652,196
Virgin Islands	1,253,117
Total	**$445,860,800**

Note: One percent of the Chapter 2 appropriation is reserved for outlying areas. An additional amount of up to six percent is reserved for the secretary's discretionary fund. The rest is distributed on the basis of the number of children aged 5 to 17.

Source: U. S. Education Department.

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CHALLENGES

A Catholic educator suggests that the challenges facing his schools—financial difficulties, declining enrollments, problems of governance, and a growing lay teaching force—will require innovative leadership.

See Page 12.

ARGUMENTS

The U.S. Supreme Court has heard arguments on the question of whether college students can constitutionally be denied federal financial aid because they failed to register for the draft as required by law.

See Page 13.

DISMISSALS

Deterred by the time and expense involved in dismissing teachers they deem incompetent, school administrators often resort to informal methods to "coax" poor teachers out of the classroom, according to a new study.

See Page 10.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 32 · May 2, 1984

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Catholic Schools Asked To 'Infuse' Study of Peace Into Curriculum

By Cindy Currence

BOSTON—Roman Catholic schools can no longer call themselves "Catholic" if they do not "infuse" the concepts of peace and justice into the education and training of their students, said religious and educational leaders who spoke at the 81st annual meeting of the National Catholic Educational Association here last week.

The teaching of those concepts, the leaders said, will translate itself into political activity and a new public policy for a "fairer way of life."

"We have the power to destroy ourselves," said Sister Loretta Carey, director of the Fordham University/N.C.E.A Center for Education for Justice and Peace in New York City, "and I don't think we have the psychology or the morality or the perspective that that kind of power requires."

How Catholic educators can assist in promoting world peace was a major topic of discussion at the conference; several speakers focused on "infusion," a teaching method for integrating justice and peace concepts into school curricula.

First Meeting Since Letter

The conference, which drew more than 15,000 Catholic educators, was the first national meeting of the N.C.E.A. since the National Conference of Catholic Bishops completed a "pastoral letter" condemning the use of nuclear weapons and calling for an "immediate, bilateral, verifiable" agreement to halt the testing, production, and deployment of new nuclear weapons.

According to Sister Carey, who has for the last four years traveled across the country teaching "infusion-method training" to more than 400 Catholic education leaders, "We need an education to catch us up to what our potential is."

The seminars are designed to equip participants with the information and skill needed to train others in infusion techniques.

"We are talking about certain ways of looking at the world and ways in which students organize their information—not just for competition and for getting ahead and for self-aggrandizement, but for the community and for other folks."

The first step in training teachers is to convince them that peace education "is not optional in their teaching in a Catholic school," Sister Carey said, adding that peo-

Continued on Page 17

Calif. High Court Bars Schools' Use of Fees For Extracurriculars

By Linda Chion-Kenney

The California State Supreme Court has ruled that because extracurricular activities are "educational in character," public-school officials may not levy fees on students who participate in such activities.

In writing the majority opinion for the court, Chief Justice Rose Elizabeth Bird said, "It can no longer be denied that extracurricular activities constitute an integral component of public education."

The 6-1 ruling of the state's high court upholds a lower-court ruling that the Santa Barbara High School District cannot charge a $25 fee—it has risen to $35 since the suit began—for students' participation in each interscholastic sport or extracurricular activity. School officials had divided the activities into four categories—dramatic productions, music groups, instrumental groups, and cheerleading groups—and charged the fee for participation in each program within the categories.

Thus, a student participating in chorus, football, and a one-act play would be charged $105 under the current fee structure.

But in its April 20 decision in the case, *Hartzell* v. *Connell*, the high court said that all programs offered by public schools, even

Continued on Page 17

JOHN C. PHILLIPS/CHE

REFORM: The Secretary of Education and the report he says began it all.

Bell Marks Anniversary of 'Nation at Risk'

By Sheppard Ranbom

WASHINGTON—Secretary of Education Terrel H. Bell, marking the anniversary last week of the release of National Commission on Excellence in Education's report, said the report sparked a "cry for educational improvement that has permeated the land" and encouraged officials at all levels to launch reform activities.

But the year's "unprecedented" gains have been countered, the Secretary said in a press conference here, by "great disappointments," including the failure of many initiatives to advance the teaching of foreign languages and the opposition of the National Education Association to merit-pay and career-ladder plans proposed in the states.

'Decisive Steps'

The enthusiasm with which "A Nation at Risk," the excellence commission's report, was greeted, Secretary Bell said, encouraged legislators, governors, and school boards to "take decisive steps to change the way that we determine salaries and roles of teachers, upgrade promotion and graduation requirements for students, demand im-

Continued on Page 18

Sins of Omission

Texts and Religion: History as It Wasn't

By Susan Walton

The role of religion, described as one of the most fundamental and pervasive influences on American society, is "neglected and distorted" in many major American history textbooks, a new analysis contends.

"Religion is taken to be negligible in American history," the study says. "To the extent that it has had any influence, that influence is negative."

Not only are the textbooks surveyed incomplete in their description of the role of religion, but they include errors of fact and treat historical problems with "anachronism, discontinuity, and oversimplification," the report contends.

Robert Bryan, a writer who holds a Ph. D. in ecclesiastical history from the University of London, wrote the report, "History, Pseudo-History, Anti-History: How Public-School Textbooks Treat Religion" at the request of Learn Inc., a Washington-based private research foundation specializing in education policy.

"If I were an atheist, which I am not, I would want my kids to learn about precise-

Continued on Page 18

IN SUMMARY

Aiming for Excellence (Cont.)
Hawaii, Iowa, Kansas, Minnesota, and Vermont have concluded their legislative sessions with varied bills on education. **Story on Page 6.**

Reform Proposals in Maryland
The state's chief school officer has called for higher graduation standards and a special academic certificate. **Story on Page 8.**

A School-Finance Bill in Colorado
The state legislature, after debate on several school-finance proposals, has approved a compromise bill. **Story on Page 8.**

Scaling Back in Texas
An education-reform committee has decided to phase in its proposals in order to hold initial costs to under $1 billion. **Story on Page 9.**

Building a Model in Illinois
Business and research groups in Chicago are developing a school-reform project designed to be a national model. **Story on Page 9.**

No Substitute for Teachers
A New Jersey court has ruled that schools may not fill permanent teaching positions with long-term substitutes. **Story on Page 9.**

Beyond Blue-Ribbon Committees
Foundation officials at their annual meeting discussed the unfinished business of the school-reform movement. **Story on Page 11.**

Educational Research
The head of the National Institute of Education tells researchers of new initiatives to improve "dissemination." **Story on Page 13.**

Reauthorization Bills
A House subcommittee has attached controversial amendments to an omnibus bill reauthorizing education programs. **Story on Page 13.**

Appointments 21
Commentary .... 19 and 24
Deadlines 20
Deaths 20
Events 20
Hearings 14
Honors 20
Letters 19
Marketplace 22
Washington News 13

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THE WEEK

FEDERAL

B.I.A. To Seek Certification Rule For Teachers

Noting that "all of our teachers must be certified if we want quality education," a Bureau of Indian Affairs official has said he will ask the U. S. Interior Department's office of Indian education to review the status of uncertified teachers in the agency-funded schools and determine how they can best be certified.

Ken Smith, the department's assistant secretary for Indian affairs, told a group of B.I.A. school officials meeting in Phoenix on April 17 that more than half the teachers in the schools are now uncertified. Moreover, the teachers are not required to hold certification.

Until 1978, civil-service teachers in the B.I.A. schools were not required to be certified, Mr. Smith said. When a 1978 law was passed, those teachers already employed were "grandfathered" in, and were not required to work toward certification.

"I am told that we already have the methods within our present system to require the certification," Mr. Smith told the group, adding that he was determining whether those methods should be added as an amendment to the law governing American Indian education programs.

Court Rejects Racial-Quota Promotion Plan

A federal appeals court last week rejected an affirmative-action plan of the New Orleans police department that required the promotion of equal numbers of blacks and whites until half of the department's ranks were black.

However, the U. S. Court of Appeals for the Fifth Circuit also rejected the Reagan Administration's position that racial quotas can only be used to remedy past discrimination and that court-ordered remedies can only be applied to individuals who can prove that they were victimized by unconstitutional practices.

School officials have kept a close watch on the New Orleans police case and others like it because its outcome could affect similar hiring and promotion plans for teachers and other school employees.

The New Orleans plan, which was contained in a consent agreement that the city signed to avoid a prolonged legal battle, was suported by black officers but opposed by whites, women, and Hispanics. The Administration intervened in the 11-year-old case, *Williams* v. *City of New Orleans*, early this year.

The Administration also sought U. S. Supreme Court review of a similar plan involving the Detroit police department. The Justices declined to review the case, *Bratton* v. *City of Detroit*, last January.

NATIONAL

D.A.R. Members Urged To Protest Nuclear War Courses

Members of the Daughters of the American Revolution are being encouraged to protest the use of the "new nuclear curricula," which Phyllis Schlafly, who is a D.A.R. leader, says "thrusts an adult problem on the children."

A resolution recently passed by more than 2,000 voting delegates at the D.A.R.'s 93rd Continental Congress encourages members to "investigate and monitor local-school curricula, protest the use of the 'new nuclear curricula' in schools, and urge the elimination of politically motivated, anti-American material from the classroom."

Ms. Schlafly, the national chairman of national defense for the D.A.R., said last week that none of the nuclear-war courses in use in the public schools are "good history or good science."

"They are courses," Ms. Schlafly said, "that promote despair and depression. They are courses that have an overt psychological effect on the student, and they contain political propaganda in favor of pacifism and against a strong national defense."

"That's silliness," responded Lyle Hamilton, manager of public-relations services for the National Education Association, which has published a curriculum-related booklet on nuclear war.

"It reminds me a little of the people who don't want to show war pictures on television or in the newspapers because [the pictures] are too ugly," Mr. Hamilton said. "They just want to have a big war and have it over with, but don't show the ugly part because it might just get the people aroused and get them thinking. And if you get them thinking, they just might not want war."

Ms. Schlafly mentioned a booklet called "Choices" as one of five "new nuclear curricula" in use in the schools. She credited the N.E.A. with producing it.

But Mr. Hamilton said "Choices," which has been in use for about a year, is merely a "resource booklet" published by the N.E.A. and produced by the Union for Concerned Scientists.

Incentive Systems Hard To Implement, Federal Study Finds

A new study of teacher-incentive plans has concluded that the successful implementation of such plans, including both monetary and non-monetary factors, "is a complex and difficult undertaking."

Conducted by the Urban Institute for the National Institute of Education and scheduled to be released late last week, the survey of past research and school-system practices found that for incentive plans to be successful, they must have the cooperation of teachers, provide "significant" awards of $1,000 a year or more, and use a "reasonably fair and objective" system of evaluating teachers.

"If any one element is done poorly or breaks down," the study concludes, "the whole process can sour."

The report's authors, Harry P. Hatry and John M. Greiner, studied two types of incentive plans: merit pay, in which at least part of a teacher's pay is linked to his or her performance; and non-monetary "performance-by-objective" plans that set targets for teachers at the beginning of the school year against which they are evaluated later in the year.

Other characteristics of successful incentive plans outlined in the study include: allowance of ample time for the design and implementation of a plan; regular evaluation of the plan; the ability of teachers to select from a number of different types of rewards, including non-monetary ones; and making the plan voluntary.

The N.I.E. was also scheduled to announce last week that it is distributing an extensive survey to 17,000 school administrators and teachers in a scientifically selected sample of 500 school systems as part of an effort to identify the conditions in schools that most affect teaching.

Preliminary results of the survey are expected to be available early next year, according to the agency, which is also sponsoring surveys of schools' community-service programs, vocational education, and guidance and counseling programs.

Testing Service Wins $1.4 Million in Damages After Theft

A federal judge in California has awarded the Educational Testing Service $1.4 million in damages from a Taiwan-based school that provides coaching on how to take E.T.S.-administered tests.

The testing service sued the school following the 1981 theft of some of its examinations.

U. S. District Judge William W. Schwarzer of California's Northern District granted the judgment against Merica Association, which operates two language and test coaching schools in Taipei.

Director of Minneapolis Theater School Charged With Molesting Pupils

By Pamela Winston

The director and founder of the nationally renowned Children's Theater Company of Minneapolis, John Clark Donahue, was arrested this month on charges that he sexually molested three students, aged 12 to 16. The teen-agers were students at the theater's high school.

Last week, additional members of the theater's staff were suspended as a result of the inquiry. School officials would not identify them or say how many were suspended.

Mr. Donahue's arrest concludes a two-year investigation of the theater company by the Minnesota Bureau of Criminal Apprehension. The bureau began the investigation in 1982 in response to rumors that Mr. Donohue was molesting students at his home and at the theater, according to Stephen Hennessy, assistant superintendent of investigation for the bureau. But no witnesses who would substantiate the rumors were found until recently, he said.

Theater Officials Told

The bureau informed theater officials of the investigation, but the theater's board of directors did not notify the parents of the theater school's 145 students, according to Marcy Dowse, director of communications for the school, who said the decision was made with the advice of lawyers and at the direction of the bureau.

The bureau informed school officials that they "were prohibited by Minnesota law from interfering in any way with an ongoing criminal investigation," Ms. Dowse said.

"[We were told] specifically that any contact with present or potential witnesses would be regarded as interference with a criminal investigation," she added. "We were also told that the [bureau] had no facts that would warrant taking action to protect students and that if the bureau received any facts we would be notified. We heard nothing until 1:30 p.m., April 18," when Mr. Donohue was arrested.

But Mr. Hennessy said that the decision to notify students' parents rested with the board, not with the bureau.

"We did not tell [the board] not to inform the parents, but we asked their cooperation in the investigation and requested that they not interfere," Mr. Hennessy said. "We were not in the position to ruin anyone's reputation with rumor."

Mr. Donohue is free on $150,000 bail.

The Children's Theater was founded in 1964. Four years ago, its high school was accredited by the North Central Association of Colleges and Schools. The theater also runs a program for grades 4-6 that was instituted two years ago.

Ms. Dowse noted that as of early last week, none of the school's students had withdrawn as a result of the charges against Mr. Donohue.

Other Cases

In related developments on other recent child-molestation cases:

- The seven defendants in the Virginia McMartin Preschool case in Manhattan Beach, Calif., on April 20 formally entered pleas of not guilty to charges of 115 counts of sexual child abuse. A preliminary hearing for five of the defendants was set for June 18.
- In Cullman, Ala., the county grand jury ordered the Childhaven Home, a shelter for dependent and neglected children, to replace most of its staff after charges of physical and sexual abuse were brought against workers there. If the staff is not replaced by the end of July, the Cullman County Grand Jury has recommended that the home's license be revoked.
- An investigation began in Chicago last week into charges that children may have been molested at the Rogers Park Jewish Community Center. A janitor at the day-care center has been taken into custody, and two teachers were suspended following evidence that as many as 32 children showed signs of possible abuse, warranting further investigation, according to the Illinois Department of Children and Family Services.

Will Calls for Focus on Careers for Handicapped

By Susan G. Foster

WASHINGTON—Speaking on a topic that has become one of her major concerns since taking office, Madeleine C. Will, assistant secretary for special education and rehabilitative services, urged those attending the Council for Exceptional Children's conference here last week to work toward eliminating the "artificial barriers" that prevent handicapped individuals from making the transition from school to work.

Ms. Will said that the handicapped have made significant advances over the last decade. But the goals of those whose aim is to continue that progress, she added, should be focused now on improving the lives of the handicapped after they have completed school.

Educators and advocates of the handicapped, Ms. Will said, must be concerned with ensuring that the lives of handicapped adults are "productive and integrated with the rest of society."

"The major challenges we face are not merely limited resources," Ms. Will said. "In my view," she explained, the "major challenges" are finding assistance for handicapped persons in agencies that have not traditionally provided such services or have limited dealings with the handicapped.

Problems of Transition

She cited as problems the tenuous relationship that exists between officials in regular and special-education programs in the schools; the lack of meaningful job-training programs for handicapped students in the high schools; and the lack of communication between schools and the medical community on medical breakthroughs relating to certain handicapping conditions.

Ms. Will, who established transitional programs for the handicapped as one of the U. S. Education Department's priorities after being named to her post last year, has been involved in the development of an initiative designed to encourage more employment and training opportunities for disabled people.

Demonstration Grants

The initiative, which is outlined in a policy paper prepared by department staff, would address five interrelated problems that now affect the ability of handicapped students to make the transition from school to work, according to Thomas Bellamy of the office of special-education and rehabilitative services.

Mr. Bellamy said the proposal calls for state demonstration grants aimed at improving special-education programs at the high-school level, creating incentives for employers to hire handicapped persons, increasing educational opportunities in postsecondary institutions, increasing supported-work opportunities, and making better use of job training and placement services for the handicapped.

The department is still in the process of developing the procedures for some of the problem areas identified, according to Mr. Bellamy. But he added the department has already begun some activities with postsecondary schools.

'Partnerships'

In her speech, Ms. Will said that communities should begin to build partnerships among the various agencies that offer services for handicapped students and "define responsibilities" for improving work opportunities for handicapped adults.

In the future, Ms. Will said, special education may take place outside the traditional classroom and in settings where handicapped persons can receive employment training that corresponds with their interests.

Boyer Urges Recognition of the 'Dignity of Teaching'

By Geraldine McCarty
Special to Education Week

DENVER—Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching, said that 12 months after the issuance of "A Nation at Risk," the central theme to emerge from that and the other national reports on schooling is the search for a core of common education for all students.

State-Control Issue

Speaking to a plenary session of the Council on Foundations meeting in Denver on "Public Education in the 1980's: Beyond the Blue Ribbon Panels," Mr. Boyer said that in pursuing that search, all who are concerned with or about schooling must recognize the dignity of teaching, because "teachers, in the end, change lives forever."

Another panelist, Denis P. Doyle, director of education policy studies at the American Enterprise Institute, a Washington-based policy-studies group, warned about the increasing dangers of statewide control of education.

"An absolute passion for school reform has taken effect in 50 state governments," Mr. Doyle said. Citing the state of California, where between 1972 and 1982 the state share of the education budget climbed from 38 percent to 91 percent, he said, Mr. Doyle asserted that by 1980 state governments had become the dominant partner in education.

'Delicate Balance'

The impact of the Reagan deficit is to "impose a de facto defederalization of education," Mr. Doyle suggested. He said that states have a duty to impose certain minimum standards and guidelines but must resist the tendency to increase state control and restrain their impulse to be too narrow and restrictive.

Mr. Boyer echoed Mr. Doyle's concern, saying that the shift from local to state control "worries me enormously" and that the "delicate balance" between state guidelines and local control must be maintained.

He urged the philanthropists to focus as much as possible on the local school and its people to provide a counterweight to state control. "If we end up with less power for the teacher in the classroom, we will have failed when the dust from all the reports has settled down," Mr. Boyer said.

When asked what he would do if he had $500,00 to give to education, Mr. Boyer said that he would give small direct grants to principals and teachers, and provide money to create linkages between schools and supporting outside institutions.

DATABANK

Schools 1983: Statistics From The N.E.A.

Classroom Teachers

School year	Elementary school classroom teachers	Secondary school classroom teachers	Total classroom teachers
1973-74	1,152,181	986,103	2,138,284
1974-75	1,169,300	1,001,323	2,170,623
1975-76	1,170,036	1,021,414	2,191,450
1976-77	1,175,532	1,010,769	2,186,301
1977-78	1,176,340	1,019,505	2,197,461
1978-79	1,193,268	1,012,645	2,205,913
1979-80	1,209,356	1,008,129	2,217,485
1980-81	1,204,985	1,003,649	2,208,634
1981-82	1,192,023	967,918	2,159,941
1982-83	1,179,282	956,229	2,135,511
1983-84	1,171,053	946,004	2,117,057

Classroom Teachers' Salaries

School year	Average annual salaries, 1973-74 to 1983-84 Elementary	Secondary	Total
1973-74	$10,507	$11,077	$10,778
1974-75	11,334	12,000	11,690
1975-76	12,280	12,947	12,591
1976-77	12,990	13,776	13,352
1977-78	13,846	14,603	14,198
1978-79	14,680	15,450	15,032
1979-80	15,570	16,460	15,971
1980-81	17,241	18,125	17,642
1981-82	18,801	19,851	19,270
1982-83	20,205	21,380	20,175
1983-84	21,452	22,667	22,019

Sources of Revenue

	Federal		State		Local and other sources	
School year	Amount	Percent of total	Amount	Percent of total	Amount	Percent of total
1973-74	$4,701,436	8.3	$24,299,155	42.7	$27,868,712	49.0
1974-75	5,089,262	8.1	27,471,949	43.6	30,485,563	48.4
1975-76	5,948,918	8.5	30,616,967	43.7	33,463,141	47.8
1976-77	6,354,615	8.4	32,983,433	43.8	35,965,346	47.8
1977-78	7,231,520	8.8	36,369,088	44.3	38,545,341	46.9
1978-79	7,769,190	8.8	41,524,286	47.3	38,506,927	43.9
1979-80	9,009,674	9.2	47,930,633	49.1	40,728,599	41.7
1980-81	9,300,787	8.7	51,694,695	48.5	45,547,254	42.8
1981-82	8,429,899	7.4	55,103,609	48.6	49,899,993	44.0
1982-83	8,153,359	6.8	58,326,596	48.4	53,952,793	44.8
1983-84	8,202,166	6.4	62,571,382	49.0	56,824,034	44.5

Current Expenditure per Pupil in Average Daily Attendance

		Percent change	
School year	Amount	Over 1973-74	Over previous year
1973-74	$1,143	—	—
1974-75	1,286	12.5	12.5
1975-76	1,451	26.9	12.8
1976-77	1,602	40.2	10.4
1977-78	1,781	55.8	11.2
1978-79	1,971	72.4	10.7
1979-80	2,231	95.2	13.2
1980-81	2,494	118.2	11.8
1981-82	2,715	137.5	8.9
1982-83	2,944	157.6	8.4
1983-84	3,173	177.6	7.8

Source: The National Education Association, *Estimates of School Statistics 1983-84.*

Catholic Schools Asked To ‘Infuse’ Study of Peace Into Curriculum

Continued from Page 1

ple “must realize that this needs to be a part of every Catholic school and that a school really cannot call itself a Catholic school unless it is part of it.”

The sessions begin with a review of Catholic social teaching, including an examination of the Bishops' pastoral letter on the use of nuclear weapons.

‘Teachers at Their Best’

In addition to providing educators with instruction on conflict analysis, conflict resolution, and methods for achieving cooperation in a conflict situation, they are provided with extensive training in developing lesson plans that integrate those concepts.

“Our sense was that lesson planning was *the* professional activity of teachers, that that is where teachers are at their best, and that that is where they should be transformed,” Sister Carey said.

The approach promotes peace and justice concepts in “every subject area, at every grade level,” she added.

Infusion Techniques

Several teachers who spoke at the conference described examples of successful infusion programs at their schools.

A course in environmental science, for example, can be a good place to begin a discussion of land use and the ecological and social issues involved when a land-development project is considered, said Michael S. Griffin, chairman of the religious studies department at Northwest Catholic High School in West Hartford, Conn.

Although the text the class used did not address such issues, the teacher led students in a discussion of how the land was to be used, what problems the use might create for the people who live there, and whether the project would yield economic benefits for local residents or only for outside investors.

Deliberate Materials Selection

Other teachers at the school “deliberately choose course materials in which peace and justice concepts can be addressed,” Mr. Griffin said.

English teachers frequently choose reading materials for their students on the basis of the social issues they address. Reading *The Invisible Man*, by Ralph Ellison or *My Planet 'Tis Of Thee*, a novel by Isaac Asimov about global interdependency and survival, often is required and followed by class discussions on the issues raised in the readings.

Students' research papers also must address social issues. “They are covering the skills of writing and research, but they are also bringing in materials which deal with the justice theme,” Mr. Griffin explained.

The goal of infusion is to “raise the awareness” of teachers and students to the need for social change, Sister Carey said.

“Undoubtedly, this will translate into public policy,” she predicted. “Education is one of the very important ways social change takes place. In this country, fortunately, we are a free society and changing minds is a political activity. I believe there will be, there must be, a change in the way we are conducting ourselves and our affairs.”

Collision Course

In another session, the Rev. Robert F. Drinan, professor of law at the Georgetown University Law Center in Washington, D.C., and a former U. S. representative, told conference participants that the religious leadership is on a “collision course” with the United States government.

“The struggle against our government has just begun,” he said. “The questions will become more complex and challenges more demanding. As Christians, we have openly repudiated the use and the threat of the use of nuclear weapons. The consequences of that courageous commitment are just beginning to become clear to us.”

The stand against nuclear weapons and military aggression is one that is necessary for the salvation of the “entire future world,” Father Drinan said, adding that the Catholic church, and Catholic schools, must be influential in the peace movement.

“I have a vision and a dream,” he said. “I dream and pray that 50 years from now historians will look back and see a world that has set aside or greatly curtailed the possession of nuclear weapons and be able to trace nuclear disarmament to the moral initiatives of Catholic leaders in America.”

And that vision is not impossible, he told conference participants, “because Catholic theology has the most developed moral system in the world and Catholic schools in America may be the best organized and most visionary of such institutions in the world.”

The Laity in Catholic High Schools

	Principals	Administrators	Full-time teachers
Catholic layman	23%	34%	31%
Catholic laywoman	3	13	30
Non-Catholic layman	1	3	7
Non-Catholic laywoman	0	2	9
Priest, diocesan	9	4	2
Priest, religious	12	8	3
Religious man	13	9	4
Religious woman	40	27	14

Average Graduation Requirements

English	4.0 years
Religion	3.5 years
History/Social Science	2.8 years
Mathematics	2.1 years
Science	1.9 years
Foreign Language*	1.1 years
Fine Arts**	0.4 years

* 43% of schools have no requirements

** 49% of schools have no requirements

School Standards

Percent of high schools with a waiting list	36%
Percent of high schools which accepted all students who applied for admission (1983-84)	35%
Percent of high schools which admitted students in 1983 who had been expelled from public schools for disciplinary reasons	20%
Percent of high schools which admitted students in 1983 who had been expelled from public schools for academic reasons	18%

Academics

	Percent of schools offering course	average percent of students taking course
Algebra, first year	98	90
Algebra, second year	96	68
Art (history and/or appreciation)	54	29
Art (studio instruction)	80	27
Biology (intro. course with lab)	98	92
Calculus	77	15
Chemistry (intro. course with lab)	97	56
Computer programming in which one or more computer languages are taught	69	27
Family life and/or sex education	74	69
Geometry, plane and/or solid	98	83
French, first year	85	26
French, second year	84	23
French, third year	73	12
French, fourth year	58	6
Spanish, first year	92	49
Spanish, second year	90	44
Spanish, third year	79	20
Spanish, fourth year	63	9
Music (history and/or appreciation)	49	28
Music (instrumental or vocal)	73	21
Physics (intro. course with lab)	91	28
Remedial English	57	9
Remedial mathematics	60	10
Typing	94	66
Course concentrating on the culture and/or history of one or more minority groups (e.g. black studies, Hispanic studies)	18	9

Source: National Catholic Educational Association, preliminary findings of *A National Portrait of Catholic Secondary Schools.*

California High Court Bars Use of Activity Fees

Continued from Page 1

those offering no academic credit and outside school time, fall under the “free school” provision of the state constitution. The provision requires the legislature to “provide for a system of common schools by which a free school shall be kept up and supported in each district.”

The court noted that the Santa Barbara High School District offers a “wide variety of courses ranging from cheerleading to madrigal singing and from archery to football.”

The court found that those and other extracurricular activities are protected by the prohibition against school fees contained in Title V, Section 350 of the California Administrative Code. Section 350 says that “a pupil enrolled in a school shall not be required to pay any fee, deposit, or other charge not specifically authorized by law.”

Wide Impact Seen

The decision is expected to have a significant impact on California school districts, where many officials—especially in response to Proposition 13, the property-tax-cutting initiative of 1978—have imposed fees to defray the costs of extracurricular activities.

Some observers also note that the ruling, because of the court's “progressive reputation,” could have an impact in other states in which fee structures might be contested.

Santa Barbara High School District officials say they stand to lose $80,000 in activity fees next year. Jack Howell, assistant superintendent for secondary education, said officials will decide by January what programs they can no longer afford and what other revenue sources are available.

Maria Dennison, a lobbyist with the American Sports Education Institute, said a 1983 random sampling of 10,000 schools nationwide showed that 16 percent of the 4,031 schools that responded had “pay-for-play” programs. Ms. Dennison said the survey also showed that activity fees were charged by “well over 30 percent” of the schools in California, Utah, and Wisconsin.

“The basic effect of the [California] State Supreme Court decision is that there will be fewer school sports and physical-education programs,' Ms. Dennison said.

Thomas P. Anderle, the attorney representing the Santa Barbara High School District, agreed. “I think we'll see a lot less growth and some cutbacks and I think that's too bad.”

Negative Effect Denied

But Kirk Ah Tye, the plaintiffs' lawyer, said he did not think extracurricular programs would be adversely affected by the court's ruling.

“Conceivably, of course, that could happen,” Mr. Ah Tye said, “but school financing is really part of the political process. The legislature now has a burden to provide for the revenues to cover this part of the educational curriculum and, politically speaking, these types of things are really expected in a contemporary curriculum.”

Mr. Ah Tye is a lawyer with Channel County's Legal Services Association, a law office of the federal government's Legal Services Corporation. In the suit, he represented Barbara Hartzell, a mother with two children in Santa Barbara schools at the time the taxpayers' suit was filed, and the Coalition Opposing Student Fees, a group of local organizations.

Sought to Avoid Cuts

The suit was filed shortly before the start of the 1980-81 school year. According to court records, the district school board had decided to institute a fee structure beginning in September 1980 to avoid having to cut the high-school extracurricular program. The board, which had pared about $1.1 million from its budget, said its contribution to activities would decrease. Inflation, declining enrollment, and the adoption of Proposition 13 were cited as reasons for the budget decrease.

The Santa Barbara Superior Court ruled in favor of the school district, but on appeal the California Courts of Appeal declared the fee structure unconstitutional.

Lone Challenge to Date

Warren S. Brown, assistant director of the National Federation of State High School Activity Associations, said he did not know of any other challenges to activity fees that have gone as far as the Santa Barbara suit.

He said his organization strongly supports the contention that extracurricular activities are educational, and it supports a fee structure only as a last resort.

“Participating activities are educational themselves in a variety of different ways and should be provided for like any other educational program in the school, such as chemistry or math,” Mr. Brown said. “But if it comes down that you either pay a participation fee or not have an activity program, then as a last recourse, I suppose that's all right and should be done.”

Allocation Needed

Mr. Howell said Santa Barbara officials had expected to raise about $80,000 in fees in 1984-85. Since those fees can no longer be levied, David Thomas, the superintendent of schools, plans to ask the school board to allocate $50,000 for extracurricular activities, the assistant superintendent said. There are also plans to ask each of the three high schools to contribute $10,000 from gate receipts of athletic events and reserve funds, Mr. Howell added.

“Then, by Janurary of next year, we'd have to get into a rather detailed study of what we can afford to carry further,” Mr. Howell said. “We'd have to see whether we can tap sources of revenue we haven't been tapping or whether we should reduce the [extracurricular] program.”

Another Source of Funds

Another source of revenue, however, could be forthcoming if two bills currently in the California State Legislature are adopted.

One Senate bill would impose a 10-percent excise tax on operators of professional sports teams and events. The money would be sent to school districts to support high-school interscholastic athletic programs. A hearing on the bill before the Senate Revenue and Taxation Committee is scheduled for May 16.

A similar measure in the Assembly is scheduled for a committee hearing May 21. That bill calls for excising a 3-percent tax on ticket sales and a 6-percent tax on broadcast and television rights.

Roger Kluth, a consultant for the Senate committee, said the bill was initially developed “because school sports' programs have been feeling the financial pinch due to the passage of Proposition 13 and reduced school aid from the state to such an extent that some school districts are charging fees to students who participate in school sports.”

The state supreme court's decision, Mr. Kluth said, “would obviously make this bill even more valid.”

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TESTING

After six years of litigation, the case of *Debra P.* appears to have ended with a ruling by an appeals court that Florida schools do, in fact, teach the skills tested in the mathematics and English "exit" exams that are required for graduation.

See Page 5.

LICENSING

Reacting to a spate of recent child-abuse cases in schools, experts and parents are questioning the adequacy of regulations governing preschools and day-care centers, and one group is launching a national effort to ensure higher standards.

See Page 8.

FINANCING

The final segment of a six-year, Congressionally mandated study on school finance has been declared a failure and a "misconception of the research problem" by an advisory panel appointed by President Reagan.

See Page 12.

EDUCATION WEEK

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Promoting Enrollment, Philosophy, and Image

Private Schools Advertise in 'Buyer's Market'

By Cindy Currence

There are those in private education who will call them "heretics," say private-school educators across the country who are gearing up for advertising campaigns this spring.

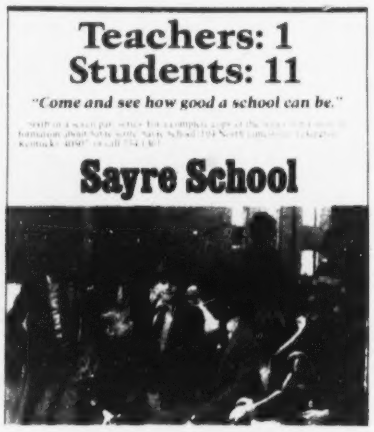
But they expect the benefits of their promotional strategy to far outweigh any concerns about the "appropriateness" of advertising.

"The saying is that there are those who should not advertise—those who are ethical, those who are religious, and those in education," said Randall Storms, headmaster of the Wichita Collegiate School in Kansas. "And I think there is still some medieval thought along that line today."

But in spite of that resistance, private-school administrators increasingly are looking to advertising as a means of solving some of the problems facing private education today, said Joel S. Strangis, director of admissions and development at the Sayre School in Lexington, Ky., and the chief advocate and developer of the school's promotional campaign.

Sessions on advertising offered by the National Association of Independent Schools at its last two annual conferences have been "packed," said Mr. Strangis, who conducted the advertising workshop at the N.A.I.S. conference this spring. The interest in promotional advertising is increasing because "it works," the development director

Continued on Page 14



Mississippi Plan Links Schools' Achievement, Accreditation

State Pioneers First 'Performance-Based' System

By Susan Walton

A task force in Mississippi has completed work on what may be the first statewide system in which school accreditation hinges on students' achievement and other "performance-based" standards.

Mississippi, apparently the first state to set up a system of this kind, has based its plan on research on school effectiveness.

Although other states and districts are using the research as the basis of school-improvement efforts, no others have yet taken the research and fashioned its findings into a school-accreditation system, according to experts in the field. Mississippi was required to do so by legislative mandate, approved as part of its 1982 education-reform act.

The commission, charged by the legislature to develop a performance-based system, does not have to submit the plan to any other body for approval. The plan—which may be modified somewhat by the commission—will go into effect in a limited number of schools beginning next fall.

Departure From Tradition

The new system represents a significant departure from the traditional way that states and regional accrediting agencies have accredited schools, which focuses on access to facilities, teacher certification, library books, and the like.

The new method, turning instead to the outcome of schooling, acknowledges that access to facilities does not guarantee learning.

The task force is hopeful that the new system will lead to "widespread improvement of school practices, which will almost certainly lead to improved student achievement," said Olon Ray, chairman of the task force and superintendent of the Biloxi Municipal Separate School District.

"We have identified the kinds of things that make a difference in good schools," Mr. Ray said. "We have said that schools will be looked at in terms of how well they're doing, and that continuous improvement will be the responsibility of each school district. That's what accreditation should be all about. That's not what it's been about."

School districts that do not meet the standards set for them will be placed on probation. Those that either fail to submit a plan to remedy their problems or fail to correct them may lose their accreditation and along with it, their state funding.

'Interesting Idea'

Although acknowledging that the process of setting up such a system will not be easy, researchers and practitioners who have advised Mississippi or who have studied the issue themselves tend to agree that the idea is well worth investigating.

"I think it's something that needs to be done," said P. J. Newell, assistant commissioner of education for instruction in the Missouri Department of Education. The

Continued on Page 20

Hispanic Group Issues Reform Proposal

By Sheppard Ranbom

Arguing that national reports and state and local initiatives to upgrade education have overlooked "the serious underachievement problems confronted by minority students," a national network of Hispanic educators and advocates last week released a series of recommendations for policymakers to consider as they develop and implement school reforms.

The recommendations, proposed by the Denver-based Center for Hispanic Educational Leadership (C.H.E.L.), mark a historic moment for Hispanic education because they represent "the first time that the national Hispanic community has pulled together to speak in one voice as to what the comprehensive educational needs are for Hispanics," said Gumecindo Salas, president of the Michigan State Board of Education and a member of the C.H.E.L. panel that formulated the recommendations.

"In the past, the announcement of Hispanic educational needs has been done

Continued on Page 15

Plan To Fingerprint Florida Teachers Sparks Debate

Goal Is Keeping Abusers Out of the Classrooms

By Linda Chion-Kenney

Gov. Robert Graham of Florida, in an attempt to keep child abusers out of the classroom, is supporting proposed legislation that would require first-time applicants for teaching jobs in the state to be fingerprinted before they could receive certification.

The fingerprints would be checked against criminal prints on file with the Florida Department of Law Enforcement and the Federal Bureau of Investigation.

See related stories on pages 8 and 9.

Only three states and the city of New York now have the authority to check the fingerprints of teachers against the prints of approximately 22 million individuals with serious criminal records on file with the F.B.I., said William Garvie, an agent in the F.B.I. identification division.

That authority is recognized, he said,

Continued on Page 17

Funding Equalization Is Ordered Again for Connecticut Schools

By Susan G. Foster

A Connecticut state judge has ruled that portions of the state's system of financing public schools remain unconstitutional, seven years after an earlier ruling by the state Supreme Court required state officials to reduce funding disparities that denied students equal educational opportunity under the state constitution.

A panel attacks federal school-finance reports. See story on page 12.

State Superior Court Judge Arthur L. Spada's April 24 decision orders the state to take appropriate corrective actions, including providing full funding for its aid program to local districts and eliminating a per-pupil flat-grant program that the high court had previously deemed unconstitutional. The judge also ordered the state to void its nonspecific curriculum laws and to mandate core subjects for all students in-

Continued on Page 19

IN SUMMARY

Testing Teachers in Missouri
The state legislature has voted to require prospective teachers to pass tests in the disciplines they will teach. **Story on Page 5.**

'Copping Out' in Detroit?
Civil-rights groups plan to appeal a federal court's decision to lessen its oversight of a desegregation case. **Story on Page 6.**

A 'Radical' Alternative
A New Jersey commission has proposed that school districts be given the power to train teachers largely on their own. **Story on Page 7.**

A Matter of Choice
Supporting more choice for parents, a group of educators also sees serious obstacles to achieving it. **Story on Page 7.**

The Rising Cost of College
To pay the bill for their public colleges, some states are charging far more tuition than others, an analysis finds. **Story on Page 10.**

Educating Teachers
A new study shows that liberal-arts graduates perform as well as or better than education-school graduates. **Story on Page 11.**

The Merit-Pay Battle in Florida (Cont.)
Over the governor's objections, cabinet officers waive a requirement that teachers be tested in their subject. **Story on Page 11.**

Many Tongues, Same Dilemmas
Educators from 15 nations see teacher incentives, the school-work connection, and governance as key issues. **Story on Page 12.**

For Lack of a Quorum
House committee action on the "American defense education act" was delayed last week when Republicans walked out. **Story on Page 13.**

Colleges Column **10**
Commentary .... **21 and 24**
Marketplace **22**
Washington News **12**

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THE WEEK

FEDERAL

House Approves Child-Nutrition Reauthorizations

The House voted overwhelmingly last week to increase federal aid for child-nutrition programs by lowering school-lunch prices and loosening eligibility requirements for reduced-price meals.

H R 7, which reauthorizes five expiring school-lunch and child-nutrition programs for four years, also includes the provision of H R 4091, a bill passed by the chamber last October, that raised the income-eligibility level for reduced-price meals and lowered the price charged for such meals.

The measure also contains a provision requiring the federal government to pay the costs imposed on school districts by regulations requiring the verification of applications for free and reduced-price meals.

It also restores a provision of the law allowing certain nonprofit sponsors to participate in the summer-feeding program.

According to House aides, the bill, as amended, would restore about $160 million, or almost 10 percent, of child-nutrition cuts enacted by the Congress in 1981.

Research Indicates Alcohol Education Increases Awareness

Alcohol-education programs produce significant increases in knowledge about the effects of alcohol use, but how that increased knowledge affects students' drinking behavior is unclear, according to research findings released late last month by the U. S. Department of Health and Human Services.

"A few studies have looked at the impact on actual drinking," researchers write in the "Fifth Special Report on Alcohol and Health," "but the changes that have been found are hard to interpret."

The survey results were presented at the Second National Conference for Youth on Drinking, an event sponsored by H.H.S. that brought more than 300 high-school students from across the country to Washington recently for a discussion of alcohol-abuse-prevention programs.

According to the report, alcohol-education programs, particularly those programs aimed at students in grades 6-9, "show promise" as an effective prevention strategy.

Other findings of the report include:

- One-third of American adults do not drink, but the other two-thirds consume enough alcohol for every person in the country over the age of 14 to drink either 591 cans of beer, 115 bottles of wine, or 35 fifths of whiskey annually.
- Chronic brain injury caused by alcohol is second only to Alzheimer's disease as a known cause of mental deterioration in adults.
- Drivers with blood-alcohol levels above 0.10 percent are up to 15 times more likely to have a fatal automobile accident than sober drivers.
- Drinking is estimated to be involved in up to 38 percent of child-abuse cases.

Senate Committee Seeks Agreement on Head Start Measure

Members of the Senate Labor and Human Resources Committee held negotiations late last week intended to clear the way for passage by the panel this week of a bill reauthorizing the Head Start program for disadvantaged preschool children.

"We hope to reach an accommodation that folks can live with," said a committee staff member of two competing reauthorization proposals.

One bill, S 2565, sponsored by Republican Senators Jeremiah Denton of Alabama and Orrin G. Hatch of Utah, would authorize the program for three years with annual funding of $1.075 billion. The other, S 2374, whose chief sponsor is Senator Robert T. Stafford, Republican of Vermont, would authorize the program for five years, at $1.2 billion in fiscal 1985, $1.4 billion in fiscal 1986, and "such sums as may be necessary" in the next three years.

The committee is expected to take up the reauthorization measure on May 10. Late last month, the House Education and Labor Committee approved H R 5145, a Head Start measure that would authorize $1.1 billion for the program in fiscal 1985, rising to $1.35 billion in fiscal 1989.

N.S.F. Measures Clear Full House, Senate Committee

Precollegiate mathematics- and science-education programs would receive $54 million in fiscal 1985 under a National Science Foundation reauthorization bill passed by the House late last month.

In all, N.S.F. would receive $1.56 billion under the bill, H R 4974, or about $58 million more than President Reagan requested. Most of the increase, however, is for a new scientific computing program; the amount earmarked for elementary- and secondary-education programs would remain at its current level.

The Senate Labor and Human Resources Committee marked up its version of the N.S.F. bill, S 2521, last week.

In addition to retaining the existing level of funding for precollegiate mathematics and science programs, the committee approved amendments to the measure that would increase funding for programs designed to encourage women and minorities in science and mathematics and for biological, social, and behavioral research.

NATIONAL

Counselors Suggest Means To Evaluate Merit Programs

Parents and students—and not counselors—should be responsible for judging the value a student might receive from recognition programs that frequently sell related products and directories, the American School Counselor Association has decided.

At its annual convention in Houston recently, the association drafted a position paper that says, "It is the responsibility of school counselors to be able to help their clients evaluate these programs based upon a set of specific standards."

Nine recommended questions for students and their families to consider when evaluating the merits of individual student recognition programs—such as Who's Who Among American High School Students—were listed by the A.S.C.A.

They include whether an individual is required to pay a fee or dues as a prerequisite for recognition and whether the selection criteria are clearly and accuarately stated and adhered to.

Other questions to ask, the association says, is whether written verification by a local school official of school achievement and activity is required; whether it is implied that recognition is automatically a major consideration in college selection; and whether there is a policy of providing refunds to people who are dissatisfied with the products purchased.

"Now counselors have viable, uniform guidelines to evaluate the relative merits and policies of all recognition programs," said Paul Krouse, publisher of Who's Who Among American High School Students, which claims to be the nation's largest student-recognition publication.

"The ultimate winners," Mr. Krouse said, "will be the students who have earned and deserve recognition, but who must be protected from fly-by-night programs."

More Women in Jobs In District-Level Administration

The number of women holding positions in public-school districts in

Wide Variation Found in Tuition Rates of Public Colleges

By Sheppard Ranbom

In order to balance the books of their public systems of higher education, some states must charge far more tuition than others, suggests a new study of the financial underpinnings of state colleges and universities.

Conducted for the National Institute of Education, the study analyzes the relationships between taxation, population, enrollment, and tuition levels in each state to suggest how they compare in terms of funding and tuition per student, among other measures.

Tuition charges per student at public colleges in Vermont, for example, represent the highest in the nation, according to the study. The public institutions there took in $3,420 per student in tuition this academic year—more than six times the $515 and $519 in tuition per student averaged by similar institutions in California and Connecticut, respectively, the study indicates.

The study, "How States Compare in Financial Support of Public Higher Education, 1983-84," was conducted for the N.I.E. by the higher-education researcher Kent Halstead.

It is one of a series of reports designed, the researcher writes, to provide governors, state legislators, and citizens with comparative data on school and college finances to help them assess the "adequacy of tax rates and program funding."

Tuition Revenues

States with low appropriations to colleges—such as New Hampshire ($1,925 per student this year), Vermont ($2,450 per student), South Dakota ($2,486 per student), and Ohio ($3,063 per student)—rely heavily on tuition revenues to operate their public colleges, Mr. Halstead says. By contrast, Hawaii, which this year provided appropriations of $5,190 per student, this year charged an average of $600 per student in tuition.

This wide variation, according to Mr. Halstead, reflects in part the fact that some public colleges and universities enroll many out-of-state students, who pay higher tuition. Comparisons between the level of public-college enrollments and the number of in-state high-school graduates indicate that "both residents and non-residents are attracted to attend public institutions in such states as Arizona, California, Wyoming, Kansas, Oregon, and Colorado," he writes.

Public colleges in Arizona this year enrolled more than four times the number of people who graduated from the state's high schools last spring, but the enrollments at public institutions in Maine and Pennsylvania this year total less than double the number of in-state high-school graduates last spring, according to the analysis.

Factors in State Support of Public Higher Education, 1983-84

States	Appropriations per student (in dollars)	Tuition per student (in dollars)
Ala.	3,356	1,108
Alaska	11,495	966
Ariz.	3,431	958
Ark.	3,680	935
Calif.	3,614	515
Colo.	3,177	1,582
Conn.	3,972	519
Del.	3,626	1,959
D. C.	7,281	683
Fla.	3,826	768
Ga.	4,583	1,077
Hawaii	5,190	600
Idaho	3,818	614
Ill.	3,541	853
Ind.	3,396	1,712
Iowa	3,834	1,287
Kan.	3,806	950
Ky.	4,690	1,125
La.	3,966	958
Me.	3,086	1,609
Md.	3,640	1,314
Mass.	3,948	810
Mich.	3,243	1,607
Minn.	3,891	1,154
Miss.	4,010	1,027
Mo.	2,963	1,172
Mont.	3,660	689
Neb.	3,831	1,087
Nev.	3,472	1,031
N. H.	1,925	2,576
N. J.	4,178	1,215
N. M.	4,405	860
N. Y.	5,185	998
N. C.	3,688	545
N. D.	3,659	953
Ohio	3,063	1,912
Okla.	3,386	607
Ore.	3,768	1,363
Pa.	3,791	2,209
R. I.	3,636	1,579
S. C.	4,250	933
S. D.	2,487	1,054
Tenn.	3,289	1,024
Tex.	4,929	737
Utah	3,912	964
Vt.	2,450	3,520
Va.	3,446	1,286
Wash.	3,673	746
W. V.	3,129	1,045
Wis.	3,582	1,218
Wyo.	6,279	794

Source: "How States Compare in Financial Support of Public Higher Education 1983-84," National Institute of Education.

Funding Needs Vary

The study found that states with higher-education systems that emphasize graduate education, public service, and research—such as Iowa, Louisiana, Maryland, Nebraska, and Utah—"require funding up to 20 percent more per student than the national average, and up to 40 percent more" than systems that emphasize undergraduate and two-year training.

By contrast, California and Nevada, which have a large proportion of students enrolled in two-year colleges, are "funded acceptably with appropriations 15 percent below the national average," the study says.

Seven Richest Localities

The seven localities richest in tax revenues (excluding Hawaii) operate the "least expensive" public higher-education systems, Mr. Halstead notes, because they emphasize attendance at four-year and two-year colleges. These include Alaska, California, the District of Columbia, Massachusetts, New Jersey, New York, and Wyoming.

According to the study, "states and their residents are the primary supporting agencies for public higher education." About 70 percent of the schools' operating funds (excluding government grants and contracts) came from state and local government appropriations, while tuition revenues provided another 18 percent of funds for public colleges.

Among other findings:

- Minnesota, Wisconsin, South Dakota, and Iowa have the highest percentage of high-school graduates per thousand residents, while Florida, the District of Columbia, Arizona, California, and Nevada have the lowest. Minnesota, with 16 graduates per thousand residents, last spring had 65 percent more graduates than the lowest-ranking state, Florida, with 9.7 graduates.
- North Dakota has the highest full-time-equivalent college enrollment per 1,000 citizens. Arizona, California, and Wisconsin also have large public systems relative to their populations. Maine and Pennsylvania have the lowest college-enrollment rate per 1,000 citizens.
- The share of tax revenues appropriated for public higher education varies from a high of 17.6 percent in Mississippi to a low of 5.2 percent in New Hampshire.

Suicide Prevention

The Oregon State Board of Education has instructed the state education department to begin working on a plan to help schools prevent students from committing suicide.

The board gave the instruction after hearing testimony from James Hutchinson, a parent from Lake Oswego, Ore., whose teen-age son committed suicide nearly two years ago.

"I became an expert on teen-age suicide the hard way," Mr. Hutchinson said, adding that "most schools don't want to discuss suicide—the fear is that if we talk about it, it will give [the students] the idea."

He recommended that the board consider prevention programs that would be built into school curricula and would include training more school personnel to detect the symptoms of suicidal behavior. —C.C.

COLLEGES

Last month, William Kennedy, the Albany-based author, received a Pulitzer Prize award of $1,000 for his third novel. This month, a graduating senior at Washington College in Maryland will receive a literary award 35 times larger than that amount.

The Sophie Kerr Prize, offered to the graduating senior at Washington College who shows "the best ability and promise for future fulfillment in the field of literary endeavor," is the largest literary award in the nation and one of the largest literary awards in the world, according to John Holdren, an assistant professor of English at the college.

Sophie Kerr, Mr. Holdren explained, was a native of Maryland's Eastern Shore who wrote "light fiction" and "had no message to leave the world."

But upon her death in 1965, she left the college a $500,000 endowment, stipulating that half of the interest be used for the literary prize.

The fund has brought some well-known writers to teach on the campus. This year, the interest will be used to provide the talented senior a cash award of about $35,000.

□

Arguing that knowledge "is now the basic capital, the fundamental requisite" that is as crucial to the country's future "as land or oil," a report from the American Council for Policy Analysis and Research, an organization of 25 Washington-based higher-education associations, claims that policymakers need to begin addressing some of academe's most pressing needs in order to maintain national economic strength.

The report says that higher education continues to be a major industry, comparable in annual outlays ($70 billion) to the automobile or communication industries.

But colleges and universities need to improve their physical plants, one third of which were built before 1950; they must also obtain increased support for graduate education and the purchase of new equipment in every realm, from microcomputers to "modern devices for medical schools and researchers."

Other major areas of need cited in the report include revitalizing college faculty members, obtaining more federal funds for student financial aid, and generating new support for foreign languages, international exchanges, and guidance for the growing number of foreign students attending U. S. colleges.

□

In an attempt to assess the status of humanities education at the nation's colleges and universities, the National Endowment for the Humanities has asked a 30-member panel to study all aspects of college programs, from trends in course enrollments, majors, and student ability to exemplary curricula.

In a letter to the panel members, William J. Bennett, the endowment's chairman, wrote that Americans "have read and heard a great deal in recent years about how the humanities are ailing on our nation's college campuses," but "there seems to be little agreement as to the causes of the illness, even less as to its cure." —S.R.

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JOBS

None of the fastest growing fields of employment in the next decade will involve high technology, says a new study, and only two—teaching and nursing—will require postsecondary training.

See Page 11.

FAMILIES

Participants in a "Black Family Summit" have called on the nation's leading black organizations to develop their own programs to motivate students and improve their academic performance.

See Page 6.

CHILDREN

Following a rash of child-abuse scandals, the Congress has adopted legislation that provides more severe penalties for child pornographers, and researchers reflect on the pyschological effects of sexual abuse.

See Page 5.

EDUCATION WEEK

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Diffusion Network Is Threatened By Funding Dispute

By Tom Mirga

WASHINGTON—A number of state and local school personnel who depend on funding from the National Diffusion Network prepared to shut down or scale back their operations late last week because of a federal court order that has frozen the federal agency's finances.

According to state and federal officials familiar with the situation, the agency, which finances the dissemination of information on "educational programs that work," was scheduled to award approximately $9 million in grants on May 12 to 56 teachers and curriculum specialists who have developed effective educational programs and to 53 state and territorial officials who act as "matchmakers" between these developers and school districts interested in adopting their teaching methods.

An additional $1 million in new "developer/demonstrator" grants is scheduled to be awarded on June 15 to 28 locally based instructional-improvement projects.

But the grants are being held up indefinitely in Washington as a result of a series of court orders handed down by a federal

Continued on Page 18

Education Courses Waived for Teachers In New York City

By Thomas Toch

The New York City Board of Education has voted to drop its requirement that new teachers successfully complete education courses before they begin teaching.

It will also encourage graduate students enrolled at colleges and universities in the city, especially those studying mathematics or the sciences, to teach in the city's schools part time, according to Edward P. Aquilone, director of the school system's division of personnel. Those teachers will also be exempted from fulfilling education-course requirements before they begin teaching.

Under the new regulation, new teachers will no longer be required to earn six credits in education before they can teach in the city. Instead, they will be allowed to complete those credits within 12 months of be-

Continued on Page 18

International Math Assessment Finds U.S. Students 'Average'

By Anne Bridgman

The average performance of American students in mathematics has apparently neither improved nor declined relative to that of students in 24 other nations since the first international comparison of math achievement was made 20 years ago.

That is the preliminary conclusion of the U. S. researchers who participated in the Second International Mathematics Study, whose early findings were released late last month at the annual meeting of the National Council of Teachers of Mathematics in San Francisco.

"There is not much evidence of any change whatsoever," said Kenneth J. Travers, professor of mathematics education at the University of Illinois and chairman of the International Mathematics Committee. "There is enormous variation across the United States in how much math is taught and how much is

Continued on Page 17

BARBARA HADLEY

High achievers balance out low achievers, math study finds.

Nation's Largest Schools of Education See Hints of Enrollment 'Turnaround'

By Sheppard Ranbom

Preliminary admissions data from some of the nation's largest schools of education indicate that their teacher-training enrollments, for the first time since they began plummeting in the early 1970's, may hold steady or even rise next fall.

Henry J. Hermanowicz, dean of Pennsylvania State University's College of Education, said the school has received a greater number of undergraduate education applications for next fall than ever before; it has offered admission to 539 students, 28 percent more than last year's 420.

The increased interest in the undergraduate education program, which last year raised its admission requirements, is "reflective" of changing attitudes toward education in Pennsylvania and around the country, Mr. Hermanowicz said.

"Education is becoming more attractive," he added. "It is now being realized, due to the series of national reports, just how important education is to our nation's future."

'Bottoming Out'

Officials of the schools of education at Michigan State University, the University of Florida, The Ohio State University, and Teachers College, Columbia University (a graduate program), also say that their enrollments, which have declined annually by about 5 to 7 percent since 1971, are "bottoming out" and should hold stable or even begin to swell this year.

The indications of renewed interest in teacher-training programs follow several years of predictions by educators, demographers, and officials in a number of states that widespread teacher shortages are likely unless more new teachers are trained. Statisticians at the National Center for Education Statistics have projected, for example, that the school population will begin to grow again in 1985 and will rise by about 2 percent, or 400,000 children, annually for about 15 years.

But the number of new graduates produced annually by education schools has been declining steadily for nearly 15 years, from 314,000 in 1970 to under 120,000 last year, according to federal statistics.

In addition to the school-reform movement, which education-school officials say has encouraged students to believe that school climates are improving and that the

Continued on Page 16

Reagan Officials Deny Opposition To Title IX Bill

Assert Their Support as Congress Hearings Begin

By Tom Mirga and Anne Bridgman

WASHINGTON—The White House moved quickly last week to quash reports of a potentially embarrassing election-year schism within the Reagan Administration over legislation that would broaden the scope of federal laws prohibiting discrimination on the basis of race, sex, age, and handicap.

Press reports early in the week quoted high-ranking officials in the Justice Department and the Office of Management and Budget as viewing the proposed "civil rights act of 1984," H R 5490 and S 2568, as an unwarranted expansion of federal authority. The reports went on to say that moderates on the White House staff and officials in the Education Department either supported it or had not adopted a position on it.

Shortly after the reports were publicized, the White House called a press conference during which a Presidential spokesman stated that "the Administration is not opposed to Congress enacting [the] legislation."

Later in the week, C. Anson Franklin, an assistant White House press secretary, said in an interview that "the proposal will be reviewed at a high level in the Administration."

"We are in the beginning stages of that review now," he added.

Re-election Concerns

Political observers have pointed out that President Reagan could weaken his chances for re-election if he offends women, Blacks, Hispanics, the handicapped, and the aged by opposing the legislation.

The companion bills under consideration would, in effect, nullify the U. S. Supreme Court's narrow reading in late February of Title IX of the Education Amendments of 1972, which mandates the equal treatment of men and women in education.

In its ruling in *Grove City College* v. *Bell*, the Court sided with the Administration and held that the Education Department could not enforce Title IX's anti-bias provisions throughout an educational institution but only in the "program or activity" within an institution that receives federal assistance. *(See Education Week, March 7,*

Continued on Page 17

IN SUMMARY

A Significant Departure
Thomas Atkins, a principal figure in the nation's largest school-desegregation suits, is leaving the N.A.A.C.P. **Story on Page 6.**

Agency Fees
A federal court has upheld union dues for nonmembers but has set limits on how the funds may be used. **Story on Page 8.**

Move To Adjourn
Arizona, Connecticut, and Maine have enacted major education bills, but Mississippi stalled on tax proposals. **Story on Page 9.**

Shortage of Applicants
Few Los Angeles teachers express interest in becoming mentor teachers under a new state program. **Story on Page 10.**

Desegregation in Dallas
A federal judge has ordered reduced busing so that children may attend schools in their own neighborhoods. **Story on Page 10.**

Plea for Action
Union leaders, parents, and physicians ask federal officials to require the removal of asbestos from schools. **Story on Page 13.**

Anniversary Celebration
The Administration sees "a tidal wave of reform" in the year following the "Nation at Risk" report. **Story on Page 13.**

Clearing the Hurdles
After some skilled parliamentary moves, the "American defense education act" is on its way to the House for a vote. **Story on Page 13.**

Battling the Deficit
The education budget for 1985 remains in doubt as the Senate struggles to counter the mounting national debt. **Story on Page 14.**

Equity and Excellence
A coalition calls for a national urban-education policy geared to the needs of minorities and females. **Story on Page 15.**

Commentary .... 19 and 24
Databank 12
Events 21
In the Press 20
Letters 19
Marketplace 22
Media Column 8
Washington News 13

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THE WEEK

FEDERAL

Senate Committee Passes Bill Creating Education Summit

The Senate Committee on Labor and Human Resources has unanimously passed legislatation calling for a national summit meeting on education.

Sponsored by Senator Edward M. Kennedy, Democrat of Massachusetts, the legislation calls for up to 200 education leaders to meet and establish national educational priorities.

Similar legislation, sponsored by Representative Pat Williams, Democrat of Montana, was approved by the House of Representatives in October.

According to S. Gray Garwood, an aide to Mr. Williams, the summit, tentatively scheduled to be held in mid-1985, would bring educators, parents, legislators, representatives of the business community and others together to review education policy at all levels of government.

The participants, he said, would produce a set of specific recommendations for improving the nation's schools; in particular, they would attempt to reach a consensus on the issue of the proper role of the federal government in promoting excellence in education.

The Administration's Office of Management and Budget has opposed the legislation, which would appropriate $500,000 for the summit.

Secretary of Education Terrel H. Bell also opposed the legislation last fall on the grounds that 1985 was too late for a national summit. His department sponsored a national forum on education in December.

But Mr. Bell has supported the Williams/Kennedy proposal in more recent testimony before Congressional appropriations committees.

The Senate panel approved the Kennedy legislation as an amendment to S 2341, a bill reauthorizing the federal vocational-education program. The full Senate is expected to take up that bill in the coming months.

Senate Committee Passes Authorization For Head Start

The Senate Labor and Human Resources committee last week approved a three-year Head Start reauthorization bill that would set funding at $1.075 billion in fiscal 1985, $1.141 billion in fiscal 1986, and $1.213 billion in fiscal 1987.

The committee added a package of amendments to the bill, H R 2565, that was introduced by Senator Jeremiah Denton, Republican of Alabama and chairman of the Senate Family and Human Services Subcommittee.

The amendments include provisions from another bill, S 2374, which was introduced by Senators Robert Stafford, Republican of Vermont, Lowell Weicker, Republican of Connecticut, and Thomas Eagleton, Democrat of Missouri.

The committee retained requirements that the Department of Health and Human Services, which administers the Head Start program, set fixed amounts for training and technical assistance, but it added a paragraph saying that the training provisions will not apply if appropriations for the program are not at 1984 levels.

Late last month, the House Education and Labor Committee approved H R 5145, a Head Start measure that would authorize $1.1 billion for the program in fiscal 1985 and annual increases up to $1.35 billion in fiscal 1989.

NATIONAL

New Commission on Teacher Education Sets Its Agenda

A commission studying teacher education under a grant from the U. S. Education Department established goals for itself at its first meeting earlier this month in Chicago.

The 16-member panel, chaired by C. Peter Mcgrath, president of the University of Minnesota, outlined a number of topics that it will study in depth: what beginning teachers need to know; increasing the quantity and quality of teacher applicants; partnerships between education schools and schools; and the possible contribution of collective bargaining to improve teachers and teaching.

The panel, formally called the National Commission on Excellence in Teacher Education, was proposed by the American Association for Colleges of Teacher Education, an organization that represents a majority of the nation's teacher-training programs.

It is funded by a $105,000 grant from the Education Department, according to an A.A.C.T.E. official.

Robert Egbert, staff director of the commission, said the purpose of the task force is to "describe the status of teacher education and make recommendations on ways to improve it."

The panel, he said, plans to hold two more meetings, conduct a series of regional meetings, possibly commission papers on the subject, and submit a final report at the A.A.C.T.E. annual meeting next February.

Mr. Egbert is a professor of education at the University of Nebraska at Lincoln and a past president of A.A.C.T.E.

Other members of the 16-person panel include: J. Myron Atkin, dean of Stanford University's graduate school of education; Frank B. Brouillet, president of the Council of Chief State School Officers and superintendent of public instruction in Washington State; Robert Graham, governor of Florida; Mary H. Futrell, president of the National Education Assocation; Albert Shanker, president of the American Federation of Teachers; and Richard C. Wallace Jr., superintendent of the Pittsburgh Public Schools.

National Panel Launches Campaign To Sustain Reforms

The Task Force on Education for Economic Growth, which a year ago released the report "Action for Excellence," has launched a public-service campaign intended to help sustain public interest in improving the nation's schools.

The campaign will include radio and print advertisements as well as a series of op-ed pieces and "news features" designed to highlight successful education programs nationwide, focus attention on business-school partnerships, and offer specific suggestions for continued education improvement.

"If we are serious about education renewal, we must move from dialogue to action and from the national to the local level," said Pierre S. du Pont IV, governor of Delaware and chairman of the 46-member task force of representatives of business, government, labor, and education.

The public-service campaign, announced in Washington earlier this month, is being conducted by the Washington public-relations firm of Hager, Sharp, and Abramson, at a cost of approximately $175,000.

The task force is scheduled to meet in August to assess the progress of efforts to improve education at the state and local levels.

Black Mayors' Group Endorses Proposed Subminimum Wage

The National Conference of Black Mayors has approved a resolution backing the Reagan Administration's proposed subminimum wage for young people.

The resolution, approved by the organization's 254 members during its convention last month, supports a subminimum wage for youths on an "experimental basis," according to Sam Tucker, organization's deputy executive director.

The Administration has proposed a reduced hourly-wage rate for youths between the ages of 16 and

Service Areas To Exceed High-Tech in Job Growth

Of the 10 occupations in which the demand for workers will grow the fastest in the next decade, only two—teaching and nursing—will require postsecondary training, according to two Stanford University economists.

None of the fast-growing fields will involve high technology, say Russell W. Rumberger and Henry M. Levin of the university's Institute for Research on Educational Finance and Governance, although eight of the 10 will involve the production, use, or repair of computers. Overall, according to their new analysis of labor statistics, less than 6 percent of all new jobs in the next decade will be in high-technology occupations.

Moreover, as of 1982, the 10 growing occupations accounted for only 1.3 million new jobs out of a total of more than 101 million jobs.

Between 1982 and 1995, according to the researchers' analysis, the number of teaching jobs is expected to grow by 511,000 or 37 percent. The fastest-growing occupation, they say, will be that of building custodian, with 779,000 new jobs created by 1995. There will also be growing demand for cashiers, secretaries, office clerks, waiters, and truck drivers.

While federal labor statistics have been "fairly accurate" in the past, the two researchers contend, "in general, it appears that past projections have overstated the growth of technical occupations and understated the decline of certain traditional jobs."

In their new study, the researchers repeat their warning that advanced technologies will not only diminish the demand for workers, but will lower the level of skill the remaining workers will require.

"Past technologies created new machines that greatly reduced the physical demands of work in agriculture, manufacturing, and construction," the Stanford researchers say. "Future technologies, based on sweeping developments in microelectronics, could greatly reduce the mental demands of work in virtually all sectors of the economy. The impact of these technologies is likely to be more widespread, because their cost has declined so sharply relative to their capability and relative to the cost of labor."

High-technology industries now occupy only 15 percent of the American workforce, Mr. Rumberger and Mr. Levin note, adding that only one-fourth of those workers need substantial knowledge of technology to perform their jobs because machines will be capable of performing more functions.

Single copies of their report, "Forecasting the Impact of New Technologies on the Future Job Market," are available free of charge. Write the Institute for Finance and Governance, CERAS Building, Stanford University, Stanford, Calif. 94305, or call (415) 497-2754.

The Fastest Growing Occupations: 1982 to 1995

	Employment, 1982 (thousands)	Employment growth, 1982-95 (thousands)	Employment growth, 1982-95 (percent)	Required education[1] (years)	Relative earnings[2] (percent)
Fastest relative growth:[3]					
Computer service technicians	55	53	97%	13-15	129
Legal assistants	45	43	94	13-15	86
Computer systems analysts[4]	254	217	85	16	86
Computer programmers[4]	266	205	77	16	122
Computer operators	211	159	76	12	82
Office machine repairers	56	39	72	12	106
Physical therapy assistants	33	22	68	12	57
Electrical engineers[4]	320	208	65	16	167
Civil engineering technicians[4]	35	23	64	13-15	121
Per. EDP equipment operators	49	31	63	13-15	73
Total	**1,324**	**1,000**	**76**	–	**126**
Fastest absolute growth:[5]					
Building custodians	2,828	779	28	less than 12	69
Cashiers	1,570	744	47	12	69
Secretaries	2,441	719	30	12	67
General office clerks	2,916	685	24	12	52
Nurses, professional	1,312	642	49	13-15	90
Waiters and waitresses	1,665	552	34	12	39
Teachers, kindergarten/elementary	1,366	511	37	16	110
Truck drivers	1,604	425	27	12	117
Nurses aides and orderlies	1,218	423	35	12	58
Total	**19,268**	**6,186**	**32**	–	**70**
All occupations	101,510	25,600	25	–	–

[1] The level of education completed by the majority of workers employed in each occupation during the spring of 1980.
[2] The average weekly earnings during 1979 of workers in each occupation relative to the average weekly earnings of all workers.
[3] Based on the greatest percentage increase.
[4] High-tech occupations as defined by the Bureau of Labor Statistics.
[5] Based on the greatest increase in the number of new jobs.

Sources: George T. Silvestri, Johon M. Lukasiewicz, and Marcus E. Einstein, "Occupational Employment Projections Through 1995," *Monthly Labor Review* 106 (November 1983), Table 1; Calculations based on the 1980 Public Use Sample, U.S. Census Bureau.

Employment by Major Industry Group: 1900 to 1995[1]

Industry group	1900	1930	1960	1980	1995[2]
Agriculture	41	23	8	3	2
Goods-producing:					
Mining	2	3	1	1	1
Construction	4	4	5	5	6
Manufacturing	21	24	28	22	18
Services-producing:					
Transportation and utilities	9	9	7	6	5
Wholesale and retail trade	10	15	19	22	22
Finance, insurance, and real estate	1	4	5	5	6
Services	7	9	12	19	26
Government	4	8	14	17	14

[1] Distributions based on total civilian employment. Nonagricultural employment calculated from data on employees on nonagricultural payrolls, with self-employed and nonpaid family members distributed proportionally among industries.
[2] Data for 1995 based on moderate-trend projections.

Employment by Major Occupation Group: 1900 to 1995[1]

Occupation group	1900	1930	1960	1980	1995[2]
Professional and technical	4	7	1	16	17
Managerial	6	7	11	11	10
Clerical	3	9	15	19	19
Sales	5	6	6	6	7
Craft	11	13	13	13	12
Operative	13	16	18	14	12
Laborer	12	11	6	5	5
Service	9	10	12	13	16
Farm	37	21	8	3	2

[1] Distributions for 1900 and 1930 based on experienced civilian labor force. Distributions for other years based on total employed persons.
[2] Data for 1995 based on moderate-trend projections.

Source: U.S. government sources.

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DATABANK

Student and Staff Patterns in 43 Urban Districts

The following data are excerpted from A Survey of Public Education in the Nation's Urban School Districts, 1983, *a 189-page report compiled from a survey of the National School Boards Association's Council of Urban Boards of Education. Copies of the report, which includes data on enrollments, programs, funding, and the effect of federal budget cuts, are available for $20 (less for multiple orders) from the Urban and Minority Relations Dept.,* N.S.B.A., *1055 Thomas Jefferson St. N.W., Suite 600, Washington, D.C. 20007.*

Name of city	Number of residents in school districts as estimated by school officials (1980-81)	Aggregate student enrollment (1981-82)[1]	Certified instructional staff, full-time (1981-82)	Certified central staff and building administrators, full-time (1981-82)	Ethnic Student Enrollment by Percentage (1980-81)					Handicapped pupils (1980-81)	Vocational-education pupils	K-12 Bilingual pupils
					Asian/Pacific islander	Black	Hispanic	Native American	White			
Albuquerque	480,000	73,823	4,000	307	1.6%	3.4%	38.9%	2.9%	53.1%	7,808	6,201	9,242[2]
Atlanta	425,000	69,700	3,575	372	0.0	91.2	0.5	0.0	7.8	7,267	N/R	400
Austin	350,000	54,617	3,702	320	1.3	19.1	28.0	0.1	51.5	5,309	17,164	3,486
Baltimore	783,320	119,570	488	36	0.4	78.2	0.2	0.2	21.0	21,800	24,905	497
Baton Rouge	400,000	60,539	3,911	254	0.0	41.6	0.4	0.4	56.4	5,500	564	367
Birmingham	284,388	44,981	2,654	147	0.0	78.0	0.0	0.0	21.0	3,972	900	109
Boston	N/R	N/R	4,300	N/R	5.6	46.1	13.2	0.4	34.7	N/R	3,496	6,542
Chicago	3,005,000	441,232	25,192	965	2.3	60.7	19.6	0.2	17.2	45,969	105,769	33,467
Cincinnati	410,000	53,400	2,728	539	0.5	57.0	0.2	0.2	42.0	5,386	3,750	2,100
Cleveland	573,822	74,919	5,459	384	0.7	67.0	3.0	0.3	29.0	4,814	4,146	1,827
Columbus	562,462	70,460	4,354	329	1.0	40.6	0.3	0.0	58.0	7,120	5,417	N/R
Corpus Christi	193,701	37,019	2,315	157	0.0	5.8	66.5	0.0	27.7	4,091	5,718	2,238
Dallas	904,000	127,750	7,302	938	1.3	49.8	20.8	0.4	27.8	9,183	35,000	5,050
Dayton	225,000	30,873	1,947	405	0.0	57.0	0.0	0.0	43.0	2,105	N/R	N/R
Detroit	1,203,339	217,353	10,376	1,660	0.4	86.3	1.7	0.3	11.3	18,000	21,100	5,576
El Paso	260,000	60,288	3,100	525	*	4.0	69.0	*	27.0	6,308	4,961	11,164
Fort Wayne	210,400	33,610	1,553	205	0.7	21.0	2.0	0.2	76.2	3,030	1,300	62
Houston	1,500,000	184,597	11,318	716	2.6	44.3	29.7	0.1	23.3	19,501	77,061	14,032
Indianapolis	405,000	55,536	2,916	490	0.1	45.5	0.6	0.5	53.4	7,329	3,798	210
Jacksonville	600,000	98,937	6,136	414	0.5	33.0	2.0	0.5	64.0	14,269	25,698	248
Kansas City	400,000	36,197	2,134	169	1.0	68.0	3.6	0.2	27.4	4,475	N/R	N/R
Long Beach	415,000	56,926	2,697	227	11.5	19.4	19.8	0.5	48.8	2,977	11,000	3,625
Louisville	675,000	92,937	9,876	949	0.4	28.3	0.2	0.1	70.5	13,937	19,877	315
Miami	1,732,000	224,580	12,579	715	1.0	30.8	38.2	0.0	30.0	20,485	203,286	3,278
Milwaukee	636,212	86,000	N/R	N/R	1.2	47.7	6.3	1.2	42.8	6,702	14,156	2,386
Mobile	364,379	64,451	3,443	309	0.5	42.8	0.1	0.2	56.9	N/R	N/R	0
New Orleans	556,913	84,009	4,500	201	2.9	84.4	1.4	0.1	11.1	6,520	17,104	390
Norfolk	266,979	35,328	2,533	177	2.0	58.0	0.5	0.1	39.0	3,797	6,946	N/R
Oakland	339,288	47,574	3,273	96	2.8	66.6	10.0	0.6	13.5	1,373	4,278	5,540
Oklahoma City	350,000	38,919	2,238	184	1.9	35.2	4.0	3.8	54.5	5,014	N/R	1,119
Philadelphia	1,655,900	220,550	12,603	522	1.9	62.7	7.6	0.1	27.7	24,146	18,600	7,590
Pittsburgh	428,514	43,605	2,956	259	0.7	50.7	0.2	*	48.4	6,608	6,925	N/R
Portland	366,383	51,008	2,731	177	9.4	14.6	1.8	1.7	72.4	4,252	4,000	2,600
Richmond	219,214	30,496	2,391	N/R	0.4	85.5	0.1	0.0	13.8	3,917	10,340	80
St. Louis	420,000	61,319	4,000	500	*	79.0	*	*	20.0	6,700	2,641	50+
San Antonio	786,410	59,147	N/R	N/R	*	14.2	75.2	*	10.8	5,329	8,237	6,715
San Diego	785,000	111,228	5,774	426	13.5	15.5	18.6	0.3	52.1	11,106	22,000	9,837
Seattle	495,000	46,679	2,598	206	17.3	21.5	4.2	2.9	54.1	2,980	N/R	2,800
Tampa	646,960	107,481	5,881	658	0.7	20.2	4.9	0.6	74.1	12,175	39,461	2,958
Toledo	365,302	44,452	2,557	459	0.7	34.0	4.0	0.3	61.0	3,321	6,556	407
Tucson	345,000	54,296	2,788	178	1.7	5.3	29.9	2.4	60.7	6,961	6,020	3,220
Tulsa	340,000	48,314	2,920	306	1.0	24.0	1.0	6.0	68.0	5,720	1,171	508
Virginia Beach	266,500	54,678	3,000	203	2.9	11.5	0.8	0.1	84.7	4,411	18,077	N/R
Wichita	276,000	45,157	2,733	210	4.6	18.9	4.3	1.5	70.7	4,377	3,367	943

* Less than 0.1%.
N/R No response.

[1] ERS report, *Salaries Paid Professional Personnel in Public Schools, 1981-82.*

[2] District also enrolled some students in federal bilingual programs.

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May 23, 30, 1984 Not Filmed

R4800-2A

MAKING PROGRESS

State leaders, enthusiastic about their efforts to improve the nation's schools, warn that the reform movement must not be allowed to slacken and call for the sharing of ideas and greater action at the school-district level.

See Page 6.

CATCHING UP

The U.S. Supreme Court hands down a major special-education decision; a number of states bolster reform with higher budgets and school-improvement bills; Congress enacts a bill permitting religious groups to meet in schools; the N.E.A. calls for more teacher involvement in changing the schools. For these stories and a review of the summer's news:

See Page 13.

EDUCATION WEEK

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Teacher Shortage Imperils Reform, New Study Says

By Thomas Toch

Unless immediate steps are taken, the nation's schools will soon face severe shortages of qualified teachers that may undermine the school-reform movement in progress in many parts of the country, the Rand Corporation warns in a report scheduled to be released this week.

"The crisis now emerging in the teaching profession could preclude the attainment of the other reforms being urged," writes Linda Darling-Hammond, a Rand researcher and author of the report, "Beyond the Commission Reports: The Coming Crisis in Teaching."

Ms. Darling-Hammond identifies a number of trends that will contribute to a shortage of teachers in the public schools, including the sharp drop in the number of education majors over the past decade, projections of surges in elementary-school en-

Continued on Page 12

Maryland Will Pioneer a Space-Age Computer Hookup in Its Classrooms

By Linda Chion-Kenney

Maryland education officials have agreed to demonstrate an experimental high-technology system that backers say could bring more variety to classroom instruction than was previously imaginable.

The envisioned space-age "education utility" will use airwave frequencies to link computer terminals on every student's desk instantaneously with a vast store of data, video transmissions, and educational software.

As the first to risk making real what has until now been only an educational dream, the state is being closely watched by specialists in educational technology across the country, who applaud its boldness but remain unsure whether the idea can work.

They are also unsure whether the idea's originator—an entrepreneur named Jack R. Taub, who is the founder of a national

Continued on Page 37

Jack R. Taub, originator of computer "utility" idea.

Clash Between Congress, Courts Seen Over Access

School Officials Unsure On How To Set Policies

By Lynn Olson

Probable conflicts between existing court rulings and the Equal Access Act signed by President Reagan this month could result in a spate of lawsuits in the year ahead and ultimately lead to a decision by the U. S. Supreme Court, according to school-district lawyers.

The act allows student religious groups the same access as nonreligious groups to meet in public-school buildings "before actual classroom instruction begins or after actual classroom instruction ends." (*See story on page 17.*) Supporters of the law say it guarantees students the freedom of speech and assembly provided for in the Constitution. But opponents say it threatens to breach the Constitution's prohibition against the establishment of religion.

School administrators across the country say it is too soon to tell what effect the new law will have. But lawyers who were involved in lawsuits in four federal appeals-courts—where judges have ruled against meetings of student religious groups on school grounds on the basis of the Establishment Clause—stated that school districts may be caught in a "double-bind" that will drag them back into court as soon as the first student religious group requests to use their buildings this fall.

The decisions in the appeals courts have the potential to create considerable confusion and controversy over the next few months, because they are binding not only

Continued on Page 11

Debate Is Intensifying Over Cleanup of Asbestos in Schools

E.P.A. Steps Up Enforcement; Union Demands Rules

By Lynn Olson

Fueled by intensified federal enforcement activities, litigation, and public concern, controversy has mounted in the past few months regarding the scope and cost of cleaning up the nationwide asbestos problem in schools.

Since last spring, the Environmental Protection Agency has been cracking down on school districts that have failed to comply with its 1982 rule requiring them to inspect for the presence of crumbling or friable asbestos and to inform the public and school employees of potential hazards when asbestos is found. Asbestos has been proven to cause cancer and other serious illnesses when swallowed or inhaled as fibers.

Since March, when the agency imposed its first $24,000 fine on a school system in the Goffstown, N. H., area for failure to publicize the results of its asbestos inspection (*see Education Week, March 21, 1984*), it has fined 27 school districts for noncompliance, according to Michael Wood, acting head of the compliance-monitoring staff. The latest fine, for $237,000, was levied by the E.P.A. on Aug. 2 on the New York City school system.

Although many of the fines were issued before last month, the E.P.A. issued a directive to its regional offices on July 2 that may step up the pressure on school districts.

The directive empowered the regional bureaus, except in the case of minor violations, to deal with all cases of noncompliance by immediately issuing an "administrative civil complaint," accompanied by a fine. The offices, the directive said, were not required to send a prior notice of noncompliance before levying a fine.

According to Jo Ann Semones, the regional asbestos coordinator for Region IX in San Francisco, the new directive will "free our hands legally" to crack down on school districts that are not attempting to comply with the rule.

Meanwhile, new national surveys suggest that the school asbestos problem may be worse than previously anticipated.

Continued on Page 10

Plan for State-by-State Comparison of Scores Meets Resistance

By Cindy Currence

A pilot project that could lead to the first nationwide testing program specifically designed to assess student achievement on a state-by-state basis has encountered resistance from some state education officials, who say such comparisons are not helpful.

Of the 14 member-states on the Southern Regional Education Board, so far only superintendents of education in Florida, Tennessee, and Virginia have announced that they will participate in the pilot program that is jointly sponsored by the S.R.E.B and the National Assessment of Educational Progress.

"There is some feeling that the states have the constitutional authority for dealing with education and not the federal government—and NAEP is viewed, in some circles, as an arm of the federal government," said Thomas H. Fisher, administrator of the Florida Education Department's student-assessment section.

But political leaders and educators who support the project maintain that an accurate national standard is critical to the continuation of current reform efforts in education.

The voluntary testing program will, for the first time in the 15-year history of NAEP, allow a state-by-state comparison of student achievement among the S.R.E.B. states that choose to participate in the project.

Under the pilot program, the participating states will be able to compare the reading ability of their 11th-grade students and to match their results with national and re-

Continued on Page 12

IN SUMMARY

Better Grades
Americans rate their schools more highly in the 16th annual Gallup Poll than they have in the recent past. **Story on Page 5.**

Action in the States
The Education Commission of the States hails school-reform progress, but calls for focus on local efforts. **Page 6.**

Action in the E.C.S.
The executive director has resigned to allow the organization to seek a new leader of national prominence. **Story on Page 6.**

Evaluating Evaluation
A Rand study finds that teacher evaluations are "underconceptualized and underdeveloped." **Story on Page 7.**

A Continuing Confrontation
A federal judge has again ordered the U.S. to pay for desegregation in Chicago, but an appeal was expected. **Story on Page 8.**

The Mantle Passes
The yet-to-be-named successor to Representative Carl Perkins may change education activity in the House. **Story on Page 8.**

The Congress Acts and Recesses
House passage of a $200-million bill to attract top students into teaching is one of several Congressional actions. **Story on Page 9.**

A Key Ruling on 'Special Services'
The Supreme Court has ruled that a school district must provide catheterization to a pupil under P.L. 94-142. **Story on Page 13.**

Teacher Attitudes
A survey finds that most teachers support many of the school-improvement efforts of the last two years. **Story on Page 14.**

Appointments 41
Commentary ....40 and 44
Deadlines 41
Deaths 41
Events 41
Federal File 8
Letters 40
Marketplace 42

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THE WEEK

FEDERAL

Junior Achievement, S.B.A. Announce Business Program

The U. S. Small Business Administration and Junior Achievement have announced a joint project intended to inject "real-life" experiences into junior- and senior-high-school business classes.

According to a spokesman for the S.B.A., the federal agency has agreed to recruit local business people in 29 major cities to meet once weekly with students in grades 8 through 12 who participate in Junior Achievement programs.

"We piloted the project here in Washington and ended up turning volunteers away, there were so many of them," said James Jennings, an S.B.A. spokesman. "The idea is to recruit business people to meet with the kids once a week and just talk to them about real-life experiences."

Mr. Jennings said the S.B.A. plans to expand the program to other cities in the future.

Funding Changes Under Reagan Called 'Significant'

Federal funding of compensatory education next year will be 20 percent lower in real dollars than it would be if President Reagan were not in office, according to an analysis of the Reagan Administration's performance released last week by the Urban Institute, a public-policy research group in Washington.

In addition to reduced funding, changes in the distribution of Chapter 2 funds for school desegregation also have had a major impact on compensatory education, according to the report, *The Reagan Record*.

Because funding for desegregation is now based on the number of school-age children rather than a district's need, "states that are undergoing desegregation or have a larger disadvantaged population requiring more enrollments in Follow-Through (the Head Start continuation program) receive no more funds per pupil than any other district," the report says.

While citing these as "significant changes" in federal policy, the report asserts that "policy changes have been much more modest than those the Reagan Administration had originally proposed," such as the plan to consolidate more than 45 federal education programs into two block grants.

The 412-page report focused primarily on the economic impact of the President's tax and spending cuts and devoted only one page to elementary and secondary education.

NATIONAL

Driver Education Reduces Accidents, 5-Year Study Finds

High-school driver-education courses significantly reduce traffic violations and accidents in the first six months that students are driving, according to a $6-million, five-year study of 18,000 students conducted by the National Highway Traffic Safety Administration and the DeKalb County, Ga., schools.

Such programs continue to have a positive, although statistically insignificant, effect on traffic safety after six months, according to the study.

But studies by Leon Robertson of Yale University for the Insurance Institute for Highway Safety have found that driver-education courses can also have a negative effect on safety by encouraging students to obtain their licenses sooner than they might otherwise do.

Mr. Robertson estimated that if schools dropped their driver-education classes, 75 percent of the students would wait until 18 to get their licenses.

But those findings conflict with a 50-state survey by the N.H.T.S.A., which found that schools' driver-education classes did not cause students to drive any earlier, according to LeRoy M. Dunn, educational advisor for the national administration. He added that young drivers cause accidents because of inexperience, not age.

The N.H.T.S.A.-DeKalb County study concluded that in the first six months of driving, students who had participated in a 78-hour public-school driver-education program had significantly fewer accidents and traffic violations than those who had taken a 17-hour school course or no driver-education program at all before earning their licenses.

The N.H.T.S.A. provided the DeKalb County school system with funds to hire teachers and set up "the most advanced driver-education program in the country," according to Mr. Dunn. The program included driving simulators in the classroom, and practice in driving on the road and in off-street driving areas.

New Coalition Will Work To Reform Science Education

The National Science Teachers Association is developing a new, diverse coalition of those concerned about the quality of science programs in schools. The group will be known as the Triangle Coalition for Science and Technology Education.

The coalition includes representatives from industry, such as the Standard Oil Company, the Department of Defense, and national unions, including the United Auto Workers.

Such organizations as the civil-liberties group People for the American Way and the American Association of Museums, as well as scientists and representatives of scientific and science-education associations, will also participate in the coalition.

Its members will search for joint actions that could be implemented immediately to help science teachers, according to the N.S.T.A.

Following an initial, three-day conference in Warrenton, Va., this month, the group reported that it hoped to:

- Construct a data base describing the activities, resources, programs, and facilities available to assist science teachers.
- Search out and connect existing networks in the industrial community with state networks in the science and science-education fields.
- Use private-sector funds to establish a "mini-grant" program to provide small amounts of money to science teachers to support creative projects or facilities.
- Establish local alliances for science and technology education, including school-board members, school administrators, and parent groups as well as representatives from the coalition groups.
- Create a task force to develop standards for science and technology curricula and instruction at all grade levels.
- Establish a task force to develop standards for teacher education in science.

Funding for the conference was provided by the Carnegie Corporation of New York and the National Science Foundation.

College Costs Rise About 6 Percent

The total cost of attending college this coming year will rise about 6 percent for students who live on campus, according to the College Board.

The percentage rise is less than that in recent years but still above the projected 4- to 5-percent annual inflation rate. For the past three years, the annual increase has averaged 10 percent to 11 percent for total college costs, which include tuition and fees, books and supplies, room and board, personal expenses, and transportation, according to George H. Hanford, president of the nonprofit eductional association.

Tuition and fees alone have increased for the coming year by an average of 8 percent at public colleges and 9 percent at private institutions. These findings are from "The College Cost Book," an annual publication of the College Board

BEST AVAILABLE COPY

Continued from Preceding Page

was initiated three years ago, after 50 black residents signed a petition asking the state to look into disparate treatment of minority students in the district's schools.

In addition to the investigation of the gifted and talented program, state officials are examining the district's special-education program and its disciplinary procedures.

Students in Peoria are screened in the 3rd grade for placement in the program, based on the recommendations of their teachers, their grades, and their achievement-test scores, school officials said.

The students are then tested at Bradley University in Peoria and, based on the results of the exams, 60 students are selected each year for the program.

William Frederick, a lawyer for the Peoria school district and one of the founders of the gifted program, said the district has been disturbed for "a long time," about the low number of blacks in the program.

"Why we don't get more blacks is a mystery to me," he said. "I don't believe we would be willing to change our standards, but we would be willing to do what competent people suggest to get more blacks in."

Officials for the state board and the Peoria school district are planning to meet in coming weeks to reach an agreement on a cooperative evaluation of the program.

New York Officials Resign After Charges Of Day-Care Abuse

The head of New York City's Human Resources Administration and the head of the agency's office of special services for children resigned early this month following allegations that more than 30 children were sexually abused at a day-care center operated by the agency.

Commissioner James Krauskopf and Deputy Commissioner Gail Kong resigned following reports by 30 children ages 4 to 8 that they were abused—sometimes in front of other children—at the Praca Day Care Center in the Bronx, according to Edward McCarthy, a spokesman for the Bronx district attorney's office.

The center is run by the Puerto Rican Association for Community Affairs under a contract with the Human Resources Administration.

Four employees of the day-care center were arrested this month by the district attorney's office on charges of sexual abuse. Three of the four have been released on $15,000 bail, according to Mr. McCarthy, and one remains in custody. A grand jury is expected to vote in the next week on whether to indict the four.

The district attorney's office is conducting investigations into six other city-funded Bronx day-care centers following allegations of sexual abuse of children there, Mr. McCarthy said. All of the centers are privately operated under contracts with the welfare agency.

Former School Worker Charged in Production Of Pedophile's Manual

A former employee of the Austin (Tex.) Independent School District has been arrested and charged with a misdemeanor for allegedly writing, producing, and distributing a how-to manual for pedophiles on how to have sex with young children.

David Sonenschein, 37, a records clerk with the Austin district until he was fired following his arrest last month, is thought to have illegally produced the manual, "How to Have Sex With Kids," using the district's printing facilities, according to Ken Oden, first assistant county attorney with the Travis County Attorney's Office in Austin, which is prosecuting the case.

Although Mr. Sonenschein had access to the names and addresses of the district's schoolchildren, Mr. Oden said, "there is no indication that he used the job" to contact children for personal reasons.

The manual, a copy of which was obtained in a Philadelphia bookstore for a hearing held earlier this month by the U. S. Senate Subcommittee on Juvenile Justice, tells potential pedophiles how to find children on playgrounds, how to get baby-sitting jobs, and how to gain children's trust so that they can have sex with a child, according to Marsha Cohen, a committee staff member.

Mr. Oden added that there is evidence indicating that Mr. Sonenschein has been producing similar manuals for some time.

Mr. Oden said part of his office's investigation into Mr. Sonenschein's case included determining whether, based on local community standards, the material would be judged obscene. The pamphlet contains few drawings and is mostly written instructions, he said. "It exhorts people to commit felony sexual assault on children-[and explains] how to escape detection."

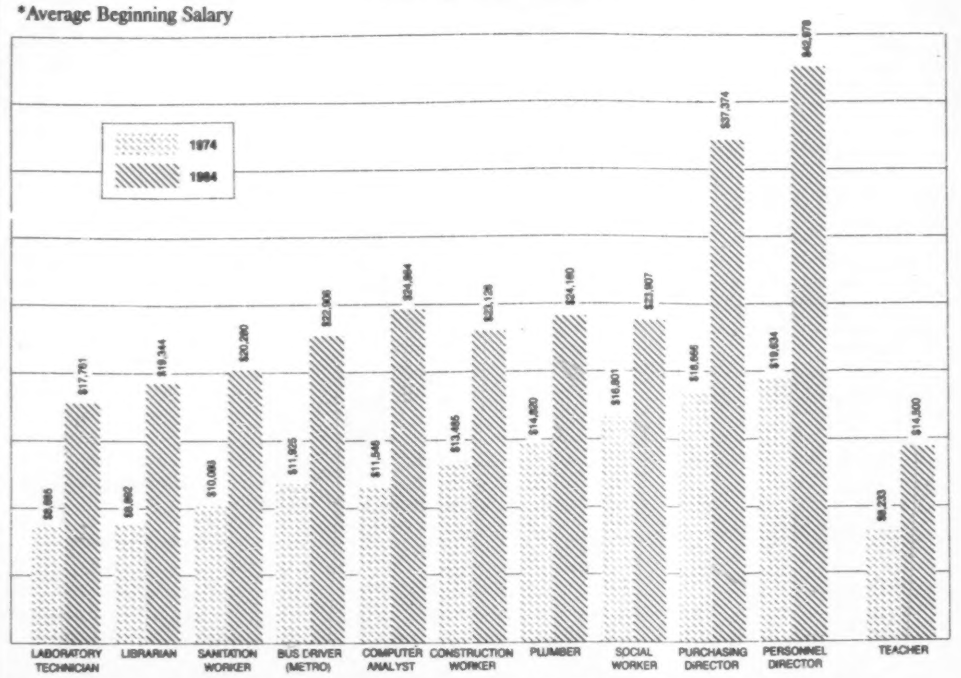
Mr. Sonenschein, who is free on bond, is expected to enter a plea of not guilty to the misdemeanor charge this week, Mr. Oden said.

If he is found guilty, Mr. Sonenschein could be fined up to $2,000 and sentenced to up to one year in prison.

Mr. Sonenschein's lawyer could not be reached for comment.

How Teacher Salaries* Compare to Those in Private Industry over 10 Years

*Average Beginning Salary



Sources: U. S. Department of Labor Reports: *Employment and Earnings; Professional, Administrative, Technical, and Clerical Pay;* NEA Research Report: *Prices, Budgets, Salaries, and Incomes;* U. S. Office of Personnel Management Report: *State Salary Survey.*

Nation's First High School Revived In New York City

Townsend Harris High School in New York City, the nation's first public municipal high school, will be revived in name and educational philosophy this fall, 42 years after its closing.

Admitting its first class of 9th graders in September, the school will provide an intensive academic program with an emphasis on the humanities, said Principal Malcolm Largman.

The original Townsend Harris school, founded in 1846 by Mr. Harris, the United States' first ambassador to Japan, was an elite preparatory academy for boys and was affiliated with City College. Based on proposals developed by a group of alumni, the school will again serve college-bound students who will be allowed to attend classes at nearby Queens College in Flushing.

According to Mr. Largman, the school is drawing "very highly motivated kids" from throughout the city. "It's a new school with a tradition built in," he said.

The first class of 200 students will take courses in ancient history, English composition and literature, art and music, mathematics, and biology. Three years of Latin will be required, starting in the 10th grade.

Two 60-minute periods will be set aside each week for "cultural enrichment," Mr. Largman said. Students also will be required to regularly attend concerts, lectures, and other cultural events on their own. A number of alumni have volunteered to provide travel opportunities and job internships.

The school day will be longer than that of the city's other public schools and class periods will vary in length from 40 to 60 minutes. Mr. Largman said the school will select a different theme for study each year and integrate it into the curriculum. This year's theme is: "Order and Chaos in the Ancient World."

QUIZMASTER

What famous American author was Horace Mann's brother-in-law?

(Submitted by Deborah Starika, mathematics teacher, Bennett High School, Marion, Ind.)

(The answer will be included with next week's quiz.)

Answer to June 8 quiz: In his book, *New England Two Centuries Ago*, James Russell Lowell wrote: "It was in making education not only common to all, but in some sense compulsory on all, that the destiny of the free republics of America was practically settled."

Readers are invited to submit interesting and/or arcane questions involving education (with answers) for possible inclusion in Quizmaster. *Please send your name, address, and phone number and indicate the source of your information.* Education Week *will pay $10 for each item used. Send entries to:* Quizmaster, Education Week, *1333 New Hampshire Ave., N.W., Suite 560, Washington, D.C. 20036.*

PEOPLE

Lawrence D. Shubnell, an executive with a Baltimore, Md., investment banking and brokerage firm, has been named by Gov. Harry Hughes to head an 11-member committee that will monitor the expenditure of state aid by local school boards over the next five years.

Mr. Shubnell, 43, of Annapolis, is vice president of the public-finance department for Legg Mason Wood Walker, Inc. of Baltimore.

He will head the Education Expense Accountability Task Force, which was established by the General Assembly this year when it enacted a five-year, $616-million increase in state spending for education. It was the largest such increase in the state's history.

□

Scott Widmeyer, director of the public-relations office of the American Federation of Teachers, has been named deputy press secretary of the Mondale-Ferraro Presidential campaign.

Mr. Widmeyer, who directed press relations for the Mondale campaign in Ohio, Michigan, West Virginia, and the South during the Democratic primaries earlier this year, will be based in Washington.

He will take a leave of absence from the A.F.T. through election day, Nov. 6.

Mr. Widmeyer, 30, also held a press-relations position in former-President Jimmy Carter's unsuccessful campaign for re-election in 1980.

□

Allan Odden, the director of the Education Finance Center of the Education Commission of the States in Denver, will leave the organization on Aug. 31.

Mr. Odden, who emerged as a leading authority on school-finance issues during his nine years at the E.C.S., will join the faculty of the University of Southern California School of Education as an associate professor. He will teach courses in education finance, beginning next semester.

Mr. Odden said he will also advise states on school-finance issues.

The commission, which is restructuring the center's staff, does not plan to replace Mr. Odden, according to a spokesman for the organization.

UPDATE

A proposed referendum that would mandate a statewide voucher system in Colorado failed its first test early this month when supporters of the initiative were unable to acquire the 47,000 signatures necessary to get the proposal on the ballot in November. *(See Education Week, April 4, 1984.)*

The initiative, a proposed amendment to the state's constitution, would have provided the parents of school-age children with vouchers to be used at an educational institution of their choice.

Hugh Fowler, the initiative's sponsor and a member of the University of Colorado Board of Regents, blamed the shortage of signatures on a ruling by the state supreme court this summer that ordered a change in the wording of the initiative as it appeared on the petition. The ruling forced proponents of the voucher plan to throw out thousands of signatures and start over again, Mr. Fowler said.

The Colorado Education Association had filed suit against state officials, claiming that the wording on the petition was unclear.

The voucher initiative was opposed by Gov. Richard D. Lamm, teachers' unions, and other education groups.

NATIONAL

The News in Review

Most Teachers Support School Reforms, Survey Finds

By Linda Chion-Kenney

An independent national survey of teacher attitudes commissioned by a major life-insurance company has found substantial support among public-school teachers for many of the recent proposals to upgrade their profession.

Eighty-seven percent of the 1,981 public elementary- and secondary-school teachers who participated in the "Metropolitan Life Survey of The American Teacher" said they favored career ladders that provide teachers with greater opportunities to take on more responcibility and pay.

Eighty-four percent of those in the randomly selected national sample said they support changes that would make it easier to remove incompetent teachers; 90 percent endorsed the idea of requiring new graduates to serve apprenticeships before they are certified as teachers; and 84 percent said they favored requiring teachers to take competency tests before certification.

The survey was sponsored by the Metropolitan Life Insurance Co. and conducted by telephone by Louis Harris and Associates Inc. last spring.

Re-testing Question

Fifty-seven percent of the survey participants indicated that they favor periodic re-testing of teachers in their subject matter.

But a survey released this summer by the National Education Association, the nation's largest teachers' union, found that 71 percent of the 1,472 members it polled felt standardized tests were inappropriate for teacher-recertification.

A law requiring such testing in Arkansas has provoked a heated confrontation between Governor Bill Clinton, who proposed the law, and the Arkansas Education Association, the state's largest teachers' union, which opposes it.

Merit-Pay Issue

Nearly three-fourths of the teachers polled in the Metropolitan Life survey said another controversial concept—merit pay—could work if a teacher's merit could be judged by an objective standard.

Forty-nine percent agreed that merit pay would help make teachers' salaries more comparable with salaries in other professions, and 39 percent said they agreed merit pay is an effective way of attracting and retaining good teachers in the profession.

The support for merit pay expressed in the Metropolitan Life survey conflicts with the findings of the N.E.A. survey.

Seventy percent of the N.E.A. members participating in the poll, parts of which were released this summer, said they would oppose working under a merit-pay plan, "given the design and administration of [the] current performance evaluation system."

"The difference seems to be that if you ask teachers in a theoretical sense, 'do you think the most effective teachers should get more money?' they'll say yes," said Nancy Kochuk, an N.E.A. spokesman. "But if you specifically ask them, 'If the merit pay plan were instituted in your level, would you support it?' They'd say 'no.'"

Ms. Kochuk said the Metropolitan Life survey probably represents the first comprehensive sampling of teacher opinions by an independent organization. The N.E.A. regularly publishes surveys of teacher attitudes.

Union Reaction

On June 27, the day the Metropolitan Life survey was released, Albert Shanker, president of the American Federation of Teachers, said the survey "should clearly set the record straight on how receptive America's two million-plus teachers are to change."

"If I were a governor," he added, "or a businessman wondering if it's worth putting more resources into education, and I saw these positive responses on the part of a majority of U. S. teachers, I would say this is a system that can really be turned around."

Teacher Profile

According to the Metropolitan Life poll, the typical American teacher is almost 41 years old, with nearly 15 years of experience (two more than the average of the working public as a whole) and has a median income of $30,000.

Compared with the average American worker, teachers are more likely to be married and more likely to have children.

Three-fourths of all teachers are

Continued on Page 27

The Effect of Proposed Changes on the Quality of Teaching

Q: Here are some suggestions for improving the quality of teaching in America's public schools. Based on your overall experience at your school, and whether or not your school already has such a policy, indicate whether you think each suggestion would have a strongly positive effect, a somewhat positive effect, a somewhat negative effect, or a strongly negative effect on education in general.

(Out of 1,981 respondents)

	Strongly positive	Somewhat positive	Somewhat negative	Strongly negative	Not sure
Require new graduates to serve apprenticeships before they are certified as teachers	53%	37%	6%	3%	1%
Make it easier for incompetent teachers to be removed	52	32	10	4	1
Provide special incentives to encourage outstanding students to go into teaching	51	43	5	1	*
Establish career ladders that provide teachers with greater opportunities to take on more responsibility and pay	50	37	8	4	1
Require teachers to take competency tests before certification	42	40	11	6	1
Set higher salaries for teachers who teach in science and math or other areas in which there are teacher shortages	21	29	26	23	1
Require periodic retesting of teachers in their subject matter	15	42	25	17	*
Allow school districts to hire talented people who are not certified teachers	9	28	29	32	1

* Less than 0.5 percent.

The Effect of Proposed Changes on the Quality of Education

Q: Here are some suggestions for improving the quality of education. Based on your overall experience at your school, and whether or not your school already has such a policy, indicate whether you think each suggestion would have a strongly positive effect, a somewhat positive effect, a somewhat negative effect, or a strongly negative effect on education in general.

(Out of 1,981 respondents)

	Strongly positive	Somewhat positive	Somewhat negative	Strongly negative	Not sure
Emphasize basic skills, such as reading, writing, and math	74%	23%	2%	*	*
Emphasize school discipline and safety	60	35	3	1	*
Tighten graduation requirements to include more academically stringent subjects	50	41	7	1	*
Broaden the curriculum to include such things as computer literacy and foreign languages	49	43	6	1	*
Establish minimum competency tests for students at pre-determined grade levels	42	45	9	3	1
Increase the amount of homework required of students	18	56	20	4	2
Extend the length of the school day	4	17	40	37	1
Extend the length of the school year	4	22	37	34	3

* Less than 0.5 percent.

Source: *The Metropolitan Life Survey of The American Teacher*. Conducted for Metropolitan Life Insurance Company by Louis Harris and Associates, Inc. June 1984

PEOPLE

Dorothy Rich, founder and president of the Home and School Institute, a Washington-based nonprofit organization established to help schools and families improve student performance, has announced the formation of a firm to assist women and their employers in balancing the demands of career, school duties, and family.

Dorothy Rich Associates, Inc., will provide training and materials related to the employment of women. According to Ms. Rich, it is one of the first firms to specialize in the connections between women's work and family roles. Ms. Rich, a 1983 Washingtonian of the Year, will continue in her role as president of the Home and School Institute in addition to her new responsibilities.

□

George Hague Jr., a high-school chemistry teacher who received the Presidential Award for Excellence in Science Teaching from the National Science Foundation, has decided to leave public-school teaching for a position with a private academy in Dallas beginning Aug. 20.

Mr. Hague said he is leaving Bernards High School in Bernardsville, N.J., for the St. Mark School because of what he felt "was a lack of support for the science program." He said that the public school's facilities were inadequate and some of its science textbooks were 12 years old.

Kathleen Kerrigan

"I put in over 60 hours a week on my job," said Mr. Hague, "and I have things that I've paid for out of my own pocket. . . . I've run down periodically to the local store to pick up materials to keep the class going." But in the end, he stated, it was just "too frustrating."

St. Mark has up-to-date science facilities, including its own planetarium and greenhouse, and is planning to renovate its physical-sciences facilities this year, he said.

Donald Vansant, superintendent of the Somerset County schools, of which Bernards is a part, said that to his knowledge Mr. Hague had "gotten everything that he asked for" at Bernards High School. Mr. Hague disagreed.

□

Today, **Herman R. Goldberg** is an official of the American Association of School Administrators. But it was because of a former career that he was portrayed in last month's television movie, "The Jesse Owens Story." Mr. Goldberg was the catcher on the 1936 American Olympic baseball team and one of six American-Jewish athletes to participate in the Berlin games that year.

In the film, the 19-year-old Mr. Goldberg was seen with Jesse Owens and sprinter David Levitt facing a sign that reads, "Juden und Hunde verboten," meaning "Jews and dogs forbidden." Jewish athletes to start a boycott movement," Mr. Goldberg said. "If the whole team had staged a boycott, we would have gone out. But it didn't and we were in to the finish."

□

Kathleen Kerrigan, an Arvada, Colo., high-school student, has won the second annual National Home Economics Student of the Year Award. Ms. Kerrigan received the honor and a $5,000 scholarship at June's annual meeting of the American Home Economics Association in recognition of her work in creating and operating a student-run catering company.

Robin Schurr, from Horseheads, N.Y., won second prize for developing a program that used pets in a therapy program for emotionally and physically handicapped patients, and Marsha Turner of Church Point, La., received third prize for a project designed to prevent teen-age suicide.

The competition was sponsored by Chesebrough-Pond's Inc. and *CO-ED* and *FORECAST* magazines.

Problems in Math, Science Education Spur Varied Policy Initiatives

By Thomas Toch

New evidence of systemic problems in mathematics and science education was reported this summer as the Congress completed action on a long-delayed measure to upgrade instruction in the disciplines and several national groups announced related initiatives.

A task force of the American Chemical Society has concluded in a draft of a report to be published this fall that too little science is taught in elementary schools and that not enough laboratory work is done in high-school chemistry courses.

The panel, set up to study chemistry education nationwide, also asserts that chemistry courses are often taught by ill-trained teachers who are "spread too thin."

Chaired by Peter Yankwich, a chemistry professor at the University of Illinois at Urbana, the panel offered 40 recommendations, ranging from the establishment of federally supported regional science centers to encourage better science teaching in the schools, to the creation of model science curricula for each of the first eight grades.

Other Evidence of Problems

The troubled condition of mathematics and science instruction is also reflected in an analysis of some 12,000 transcripts from a sample of 1982 high-school graduates released recently by the National Center for Education Statistics.

According to the study, 1982 graduates took an average of only 2.2 years of science and 2.7 years of mathematics during their four years of high school. The N.C.E.S. also noted that the percentages of students who took advanced courses in mathematics and science "were generally small." Four percent of those surveyed, for example, took advanced chemistry; 1 percent took advanced physics.

Encouraging Signs

Legislation to deal with such problems cleared the Congress last month and is awaiting President Reagan's signature. The bill would establish a two-year, $965-million federal program to improve science and mathematics instruction in colleges and schools.

The bill calls for the U. S. Education Department to administer a $350-million effort to "improve instruction" in mathematics and science in fiscal 1984 and a $400-million program in fiscal 1985, which begins on October 1.

(According to Congressional staff, because fiscal 1984 ends on Sept. 30, the Congress is expected to shift the authorization for the program from fiscal 1984 and 1985 to fiscal 1985 and 1986.)

Ten percent of each year's appropriations would be spent at the Secretary's discretion, with the remainder going to the states in block grants. The bill stipulates that 70 percent of a state's allotment must be earmarked for the elementary and secondary levels.

In addition, the legislation calls for the National Science Foundation to administer a $70-million program in fiscal 1984 and a $140-million program in fiscal 1985 to upgrade teacher training, improve teaching materials, establish awards for outatanding teachers, provide scholarships for college graduates going into science teaching, and set up joint projects with the private sector.

Other Actions

The American Association for the Advancement of Science has received a $356,000 grant from the Carnegie Corporation of New York to sponsor an annual colloquium and publish an annual report on issues in precollegiate mathematics and science education.

Called "Spotlighting Science Education," the project will attempt "to keep the nation paying serious attention to science education for a decade or longer," according to F. James Rutherford, the organization's chief education officer and director of the project.

The first colloquium will be held in 1985; the first report will be published in the same year.

Teacher Training

Earlier this summer, the Council for Basic Education announced the establishment of 11 one-year institutes that will train or retrain 375 mathematics and science teachers in nine cities.

Each of the seven mathematics institutes and four science institutes will be a collaboration between a university, where the institutes will be housed, a local school system, and a philanthropic foundation or corporation that will fund the project.

Attempting to tackle the problem from a different direction, the National Aeronautics and Space Administration this summer unveiled a new program intended to encourage elementary-school students to develop an interest in science and mathematics.

"Operation Liftoff," announced at a Washington ceremony by President Reagan, will include, among other things, new written materials on aeronautics and space topics for the elementary grades, the development of space-related programming for instructional television, and the creation of a "Young Astronauts" organization.

The program will cost $3 million to $5 million over three years, according to NASA officials.

Average Number of Years of Science and Mathematics Taken by Sophomores in 1980 (by selected characteristics)

Subgroup	Science	Mathematics
All students	2.2	2.7
Sex:		
Male	2.4	2.7
Female	2.1	2.6
Race/ethnicity:		
Hispanic	1.9	2.4
Black	2.1	2.6
American Indian	2.0	2.3
Asian American	2.7	3.2
White	2.3	2.7
High-school program:[1]		
Academic	2.9	3.3
General	2.1	2.5
Vocational	1.7	2.2
Socioeconomic status:[2]		
High	2.7	3.1
Middle	2.2	2.6
Low	1.9	2.3
School type:		
Public	2.2	2.6
Catholic	2.5	3.3
Other private[3]	2.6	3.1
Educational aspiration:		
High school only	1.7	2.1
Some college	1.9	2.4
Four-year college or more	2.8	3.2
Region:		
New England	2.6	3.0
Middle Atlantic	2.6	2.9
South Atlantic	2.3	2.7
East South Central	2.2	2.5
West South Central	2.3	2.8
East North Central	2.0	2.5
West North Central	2.3	2.7
Mountain	2.1	2.4
Pacific	1.8	2.6

[1] Based on student self-reports in 1980.

[2] Socioeconomic (S.E.S.) status was measured by a composite score of five equally weighted components: father's education, mother's education, father's occupation, parental income, and household items. Respondents were classified into one of the three subgroups (lowest, middle two, and highest quartile) based on the weighted S.E.S. distribution.

[3] Estimates for this type of school are not as accurate as those from other types of schools because of small sample size and a high non-response rate.

Source: National Center for Education Statistics.

Foreign Imports Ease Georgia Teacher Shortage

To cope with a shortage of mathematics and science teachers, the State of Georgia has begun to recruit them from West Germany, where there is a large surplus of instructors.

A team of Georgia educators interviewed 30 candidates in Germany this summer and hired 8 to fill vacancies in 6 county school systems in the state for one year, beginning this fall.

They will be paid the state's starting salary of $14,526. If the program is successful, officials say, it will be expanded next year.

"It's a stop-gap measure," said Werner Rogers, associate state superintendent.

"We don't look at this as an answer to our problems, but the shortage of qualified mathematics and science teachers is getting more critical each day," he added.

High-Caliber Teachers

The officials note that in some of the state's school systems, substitutes were placed in mathematics and science classrooms for up to eight weeks last year because of the teacher shortage.

They say they are pleased with the caliber of the German teachers they recruited. They are "extremely well prepared," says Mr. Rogers.

Like all prospective German teachers, the eight who will be teaching in Georgia this fall completed a double undergraduate major in their subject areas, graduate training in teaching techniques, and an 18-month teaching internship.

All of the teachers are fluent in English, a result of a requirement that all West German students study English from the 5th grade through high school.

According to West German estimates, the country has a surplus of 40,000 teachers. —P.B.

FOR THE RECORD

The following is the education plank of the Democratic Party's 1984 platform.

America's greatest resource is our people. As Democrats, we affirm the need for both public and private investment—in our children; in our educational institutions and our students; in jobs, training, and transitional assistance for our workers—to build America's future. If we choose wisely, these investments will be returned to our country many times over. They are essential if we are to create an America with high-quality jobs and rising opportunities for all. And they are vital if we are to safeguard our competitive position in the world economy.

□

Simple decency demands that we make children one of our highest national priorities. But the argument for so acting goes well beyond that. Programs for children represent the most critical investment we can make in our ability to compete in future world markets and maintain a strong national defense in the decades ahead.

Above all else, the Democratic Party stands for making the proper investment in coming generations of Americans.

Preventive efforts must be at the heart of the broad range of health, child-care, and support programs for children. Helping these children makes good moral sense—and sound economic sense. Measles vaccine alone has saved $1.3 billion in medical costs in just 10 years. Supplemental food programs for low-income pregnant women and infants save $3 for every dollar spent.

By improving access to medical care before and after birth, we can promote a generation of healthy mothers and healthy babies. Seeing that supplemental food programs for low-income pregnant women and infants reach all those eligible will do more than save the $40,000 now spent to treat one low-birth-weight infant in a neo-natal ward. It will also reduce the risk of birth defects for such infants.

We recognize that a hungry child is a child who cannot learn. Restoring school breakfasts and school lunches for millions of children will improve their alertness and concentration in school.

Child care must also be a top priority. Helping communities establish after-school care programs will remove millions of American children from the serious risks they now face of injury, abuse, and alienation by staying at home alone. Encouraging employers, churches, public centers, and private groups to provide quality, affordable child care will give millions of children whose parents must work the kind of adult supervision necessary to thrive. And setting up centers for child care information and referral will assist parents wherever they reside to locate quality care for their children.

Preventing child abuse must be at the forefront of Democratic Party concern. Local, community-based child-abuse prevention programs must be strengthened and expanded. A child who learns first about the risks of sexual abuse in school will be less likely to become the target of repeated victimization. Federal challenge grants could encourage states to make local prevention efforts a real priority.

Prompt intervention efforts must also be provided for children in crisis. If we are to make any headway in breaking the cycle of child abuse, both victims and offenders must have access to treatment programs.

Juvenile offenders must not be left in adult jails where the only skills they acquire are those of the career criminal. Safe shelter and assistance must be available for the hundreds of thousands of runaway children at risk of exploitation in our cities. Local, state, and federal law-enforcement agencies must refine ways to locate children who have been abducted. And children in foster care must not be allowed to graduate to the streets at age 18 without ever having known a permanent home.

We must ensure that essential surveys on children's health and welfare status are reinstated. We

Continued on Page 16

FOR THE RECORD

Continued from Page 16

pends on students, teachers, and parents performing at the highest level of achievement.

Today, education in America needs help. But, the Reagan Administration offers misleading homilies about the importance of education while agressively slashing education programs.

This is intolerable. We know that every dollar we invest in education is ultimately returned to us six-fold. We know that the education of our citizens is critical to our democracy.

There are four key goals that a Democratic program for educational excellence must address: strengthening local capacity to innovate and progress in public education and encourage parental involvement; renewing our efforts to ensure that all children, whatever their race, income, or sex have a fair and equal chance to learn; attracting the most talented young people into teaching and enabling them to remain and develop in their profession; and ensuring that all American families can send their children on to college or advanced training.

While education is the responsibility of local government, local governments already strapped for funds by this Administration cannot be expected to bear alone the burden of undertaking the efforts we need for quality education—from teacher training, to the salaries needed to attract and retain able teachers, to new labs, to new programs to motivate talented and gifted students, to new ties between businesses and schools—without leadership at the federal level.

Democrats will provide that leadership. We call for the immediate restoration of the cuts in funding of education programs by the Reagan Administration, and for a major new commitment to education. We will create a partnership for excellence among federal, state, and local governments. We will provide incentives to local school districts to concentrate on science, math, communications, and computer literacy; to provide access to advanced technology. In all of these fields, but particularly in computers, there is a growing danger of a two-tier education system. The more affluent districts have adequate hardware and teachers prepared to use it. Many districts are left completely behind or saddled with a modern machine but no provision for faculty training.

Every American child should have the basic education that makes computer literacy possible and useful. Major attention must be given to recruiting the finest young people into teaching careers, and to providing adequate staff-development programs that enable educators to increase their effectiveness in meeting the needs of all students.

Vocational education should be overhauled to bring instructional materials, equipment, and staff up to date with technology and practices of the workplace and target assistance to areas with large numbers of disadvantaged youth. We will insist that every child be afforded an equal opportunity to fulfill his or her potential. We will pay special attention to the needs of the handicapped.

Education is an important key to the upward mobility of all citizens and especially the disadvantaged, despite the fact that racial discrimination and other prejudices have set limits to such achievement.

The Reagan Administration has singled out for extinction the proven most successsful education program—compensatory education for disadvantaged children. The Democratic Party will reverse this malicious onslaught and dramatically strengthen support in order to provide educational equity for all children.

Bilingual education enables children to achieve full competence in the English language and the academic success necessary to their full participation in the life of our nation. We reject the Reagan double-talk on bilingual education and commit ourselves to expanding and increasing its effectiveness.

We will emphasize the importance of preventing one-third of our student body nationwide from dropping out of school in the first place. And, we will supplement community-based programs encouraging students who have left school due to teen-age parenthood, alcohol and drug abuse, or economic difficulties at home to complete their educations.

Recognizing that young people who are never given an opportunity for a job will be less likely to hold one in adulthood, we will also emphasize training and employment opportunities for youth. In so doing, we need to establish a genuine working partnership with the private sector.

Private schools, particularly parochial schools, are also an important part of our diverse educational system. Consistent with our tradition, the Democratic Party accepts its commitment to constitutionally acceptable methods of supporting the education of all pupils in schools which do not racially discriminate, and excluding so-called segregation academies. The party will continue to support federal education legislation which provides for the equitable participation in federal programs of all low- and moderate-income pupils.

For its part, when added to the traditional educational institutions of family, school, and church, television has enormous promise as a teacher. When children spend more time in front of the television set than they do in the classroom, we must ask how television can help children, and why commercial broadcasters do so little programming for children today despite their legal responsibility as "public trustees" of the airwaves granted to them. The National Science Board, for instance, has recommended that commercial television stations be required to air a certain amount of information/educational programming for children each week. Properly developed, television can be an enormously efficient and effective supplemental teaching tool.

We will make certain that higher education does not become a luxury affordable only by the children of the rich. That is Ronald Reagan's America. In our America, no qualified student should be deprived of the ability to go on to college because of financial circumstance.

The Democratic Party reaffirms the importance of historically black colleges. Today the survival of many of these colleges is threatened. The programs that assist them, which have been severely weakened in recent years, must be greatly strengthened with funding targeted toward black and Hispanic institutions.

An explosion in demand for certain types of engineers, scientists, and other technical specialists is creating a shortage of faculty and Ph.D. candidates. We must encourage colleges and universities to train more scientists and engineers. More than one hundred years ago the Morrill Land Grant Act provided for agricultural colleges and programs that today still help keep American agriculture the world leader. We need a similar program today to encourage the training of scientists and engineers. At the same time, we must not neglect the arts and humanities, which enrich our spirit. The private sector must also recognize its responsibility to join partnerships which strengthen our diverse public and private higher-education system.

Finally, all our educational institutions must adapt to growing numbers of adults returning to school to upgrade their skills, acquire new skills, prepare themselves for entirely new occupations, and enrich their lives.

□

America is truly growing and prosperous when its spirit flourishes. The arts and humanities are at the core of our national experience. Creativity and the life of the mind have defined us at our best throughout our history. As scholars or artists, the museum-goers or students, craftsmen and craftswomen, or the millions who use our libraries, countless Americans have a stake in a nation that honors and rejoices in intelligence and imagination.

The Democratic Party will set a new national tone of respect for learning and artistic achievement. Not only will the federal agencies that support them be strengthened and freed from political intimidation, but the White House itself will once again be a place where American cultural and intellectual life—in all its rich diversity—is honored. Excellence must start at the top.

Finally, the Democratic Party is also committed to the survival of public television and radio stations, which allow all Americans, regardless of ability to pay, to appreciate high-quality, alternative programming. We oppose the efforts of the Reagan Administration to enact draconian cuts which would totally undermine the viability of this nation's excellent public-broadcasting system, a broadcasting system which has given the country "Sesame Street," "3-2-1 Contact," and other superb children's as well as cultural and public-affairs programming.

□

We must have a growing economy if we are to have jobs for all Americans who seek work. But even in a growing economy, the pressures of competition and the pace of change ensure that while jobs are being created, others are being destroyed. Prosperity will not be evenly distributed among regions and communities. We must make special efforts to help families in economic transition who are faced with loss of homes, health benefits, and pensions. And far too many of our young people, especially minorities, do not have the training and skills they need to get their first job. Democrats believe that it is a national responsibility to ensure that the burdens of change are fairly shared and that every young American can take the first step up the ladder of economic opportunity.

Of the 8.5 million Americans still out of work, 40 percent are under 25. Unemployment among teen-agers stands at almost 20 percent. Less than three percent of the jobs created in the last three-and-a-half years have gone to young people. Black and Hispanic youth have a double burden. Unemployment for black teen-agers stands at 44 percent—a 20-percent increase in the last three years. Hispanic teens face a 26-percent unemployment rate.

As disturbing as these figures are, they do not tell the whole story. The unemployment rate measures only those teen-agers who were actively looking for work, not those who have given up, completely discouraged by the lack of opportunity. Again the burden falls disproportionally on minority youth.

The Reagan Administration has dismantled virtually all of the successful programs to train and employ young people. Today, we are spending less to put young people to work than we were even under the last Republican Administration—70 percent less, when inflation is taken into account. Youth unemployment has skyrocketed, while government efforts to combat it have dwindled to a trickle.

Unless we address this problem now, half of an entire generation may never know what it means to work. America cannot successfully compete in the world economy if a significant portion of our future work force is illiterate, unskilled, and unemployable.

The Democratic Party must give our young people new skills and new hope; we must work hand in hand with the private sector if job training is to lead to jobs. Specifically, targeted efforts are needed to address the urgent problem of unemployment among minority teen-agers. We must provide job training for those who have dropped out of school, and take every step to expand educational opportunity for those still in school. We must recognize the special needs of the over-age-50 worker and the displaced homemaker. Through education, training, and retraining we must reduce these dangerously high levels of unemployment.

Teachers Back Reforms, Poll Finds

Continued from Page 14

members of unions, with union membership highest in the East (93 percent) and lowest in the South (54 percent), according to the poll.

Seventy-two percent of the survey participants said that teachers' opinions in general have not been given an adequate hearing in the current debate on education.

Virtually all of those surveyed (96 percent) said that they "love to teach," despite the fact that they spend too much time on administrative tasks (72 percent); that they "do not feel respected in today's society" (52 percent); and that they do not believe that their job allows them "the opportunity to earn a decent salary" (63 percent).

Those polled in the Metropolitan Life survey overwhelmingly approved (91 percent) tightening graduation requirements to include more academically demanding subjects.

Seventy-four percent approved of increasing the amount of homework assigned, 95 percent endorsed a renewed emphasis on school discipline and safety, and 92 percent agreed that instruction in computer use and foreign languages should be increased.

For a copy of the report, write to: The American Teacher Survey, Metropolitan Life Insurance Co., One Madison Ave., New York, N.Y. 10010.

Florida Funds 'Merit' Schools for 1985-86

Continued from Page 20

in the state can be meritorious. We think they all should be."

Ms. Holmes said the union is not telling the teachers it represents not to bargain on the program, but she added, "I don't think most of our teachers will bargain unless they can come up with something fair and nondiscriminatory and administratively feasible."

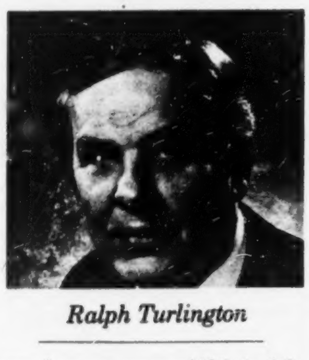
Test Scores Opposed

Jade Moore, executive director of the Pinellas Classroom Teachers Association, said his union would not go along with a program that uses test scores to determine teacher compensation.

"We will not participate in any plan that is inherently divisive, one that pits one group against another," Mr. Moore said.

Mr. Moore, whose district is the fifth largest in Florida, said parents may become concerned if their children go to a school that is not named as meritorious, particularly if the students are bused away from an area with a school that is labeled meritorious.

If it chooses to participate in the program, the Pinellas district will receive approximately $1.12 million in merit-school bonuses.



Ralph Turlington

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THE LAST ISSUE

In this final issue of 1983-84, *Education Week* includes a complete 16-page index to Volume III with more than 7,000 listings of articles recording the news and developments in American education over the past 12 months, from the 20th anniversary of *Abington* v. *Schempp* to proposals for youth service.

See Page 17.

THE FIRST ISSUE

Next week, an *Education Week* special report examines literacy and schooling—from reading, writing, and thinking to testing, tracking, and television, and including viewpoints provided by a panel of prominent educators.

See Issue 1, Vol. IV.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Numbers 41 & 42 · August 29, 1984 *© 1984 Editorial Projects in Education*

Emerging Interest in Reasoning Skills Marks Meeting on 'Critical Thinking'

By Tom Mirga

Cambridge, Mass.—More than 600 educators—representing both precollegiate and postsecondary education, and academic disciplines as diverse as brain research and philosophy—met here last week to discuss means of reversing a 10-year decline in reasoning and problem-solving skills among the nation's students.

The conference, hosted by the Harvard Graduate School of Education, examined a key theme of several of the recent national reports on schooling—that schools have failed to train students to become active questioners and to approach problems in an analytic and systematic way.

According to a number of participants, the meeting represented the latest step in the evolution of a movement in education that promotes the adoption of "critical thinking" as a basic skill, along with reading, writing, and arithmetic.

So great was interest in the event, its organizers reported, that they had to turn away as many prospective participants as they accepted.

Nature of Thinking

"People used to believe that thinking ability was a kind of horsepower measured by I.Q.," said David N. Perkins Jr., an organizer of the conference and co-director of a Harvard-based project on the nature of thinking and its development. "We now see that thinking more as a

Continued on Page 10

JOHN PHILLIPS/CHE

AMERICAN FEDERATION OF TEACHERS
AFL-CIO
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AFT

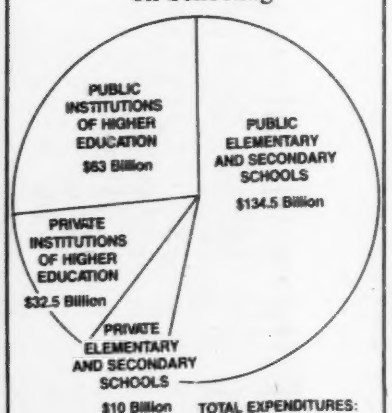
Geraldine A. Ferraro and Albert Shanker addressing the A.F.T.'s annual convention last week. Ms. Ferraro is a former A.F.T. member.

Schooling To Cost $240 Billion in 1984-85

By James Hertling

Washington—Americans will spend $240 billion on education—from kindergarten through college—in the 1984-85 school year, 6 percent more than last year's total of $226.5 billion, according to a draft version of the U. S. Education Department's annual "back-to-school" forecast.

What America Spends on Schooling



Source: Estimates of the National Center for Education Statistics.

At the same time, enrollment in schools and colleges will continue to decrease, dipping to 56.3 million from 56.7 million last year and 57.1 million the year before. According to the forecast, schools and colleges will employ 3.1 million people as teachers and another 300,000 as administrators and instructional support staff this year.

"Education in the fall of 1984 will be the primary activity of approximately 59.7 million Americans," said the report, which was prepared by the National Center for Education Statistics. "In a nation with a population of nearly 237 million Americans, more than one out of every four persons will be direct participants in the education process."

The figures come from a draft version of the forecast, which was scheduled for a Sept. 2 release but was reported in the press Aug. 19. The N.C.E.S. compiles and analyzes data collected from state departments of education.

Spending on Schools

Americans will spend $134.5 billion on elementary and secondary education in the coming year, a 6-percent increase from last year's $127 billion.

Because of a change in the N.C.E.S.'s calculation methods this year, total expenditures for private primary and secondary education are predicted to fall sharply to $10 billion—7 percent of the total cost of elementary and secondary education—from

Continued on Page 12

Shanker Urges A.F.T. To Move Against Incompetent Teachers

By Cindy Currence

Washington—Teachers must "take control" of their profession, including taking responsibility for "removing people who shouldn't be in [teaching]," Albert Shanker, president of the American Federation of Teachers, told A.F.T. members last week at the union's 68th annual convention.

Mr. Shanker proposed that members seriously consider a controversial peer-review program in which teachers rate the performance of other teachers.

"If we are not going to be bossed around by somebody else, then the bossing and the deciding will have to be done by us," he said.

Recognizing Excellence

He pointed to a program in Toledo, Ohio, in which "there is recognition that some teachers are excellent, some are very good, some are good, and some are terrible."

Teachers in the Toledo school system, identified by their peers as "outstanding," are trained to assist probationary teachers in an internship program, Mr. Shanker explained. The "mentor" teachers then play a significant role in making decisions about which probationary teachers should be granted tenure.

The A.F.T. president characterized the program as "very unusual," but maintained that such peer evaluations are common in other professions.

"If we are talking about . . . gaining some control of our own profession, then one of the things we will have to enter into is the kind of program that Toledo has," Mr. Shanker told the 3,000 teachers gathered for his opening remarks.

An Unpopular Stance

Although around the convention hall delegates applauded and nodded in agreement with Mr. Shanker's remarks related to control of the profession by teachers, the A.F.T president said he expected his proposal for peer review to be as unpopular as collective bargaining was to teachers 20 or 30 years ago.

"In those days," he said, "it was impossi-

Continued on Page 12

IN SUMMARY

A Plan in Denver
A federal judge has approved a broad bilingual-education plan for the city's schools that participants say is "signficant" and could be a model for other districts. **Story on Page 5.**

An Asbestos Bill in California
In what may be the first such state effort, the legislature has voted to provide $45 million to help school districts offset the costs of removing or encapsulating asbestos. **Story on Page 6.**

A Dispute Over Computers
A New Hampshire legislator has asked a judge to prevent the governor from moving ahead with a multi-million-dollar plan to put computers in every classroom. **Story on Page 6.**

Requiring Service in Atlanta
Beginning this fall, the school district will become one of the first in the nation to require its high-school students to peform unpaid community service before they graduate. **Story on Page 7.**

Help for the Guidance Counselor
Concerned that too many students choose the "wrong" college, a group of school and college officials has launched a national project to improve counseling in high schools. **Story on Page 7.**

The Top of the Class
The states have nominated their finalists for the Presidential Award for Excellence in Science and Mathematics Teaching, and two winners will be selected this week. **Story on Page 9.**

Commentary 13
Deadlines 15
Deaths 15
Events 15
For the Record 8
Letters 13
Marketplace 16
Publishing Column 14

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THE WEEK

NATIONAL

Women's Group Sues Insurer Over Sex-Based Rates

The National Organization for Women this month filed a $2-million class action against the nation's largest provider of individual health and disability insurance, alleging that the firm illegally overcharged women for health coverage based on sex-based actuarial tables.

Lawyers for the organization say the outcome of the suit could affect insurance costs for women workers nationwide. The U. S. Supreme Court ruled last year, in *Arizona* v. *Norris*, that federal anti-discrimination laws prohibit the use of sex-based mortality tables in pension programs.

The NOW suit, filed on Aug. 17 in Superior Court for the District of Columbia against Mutual of Omaha, names as plaintiffs NOW's 200,000 members, two individual women, and all women who reside or work in Washington, according to Marsha Levick, legal director of the NOW Legal Defense and Education Fund.

The women's organization claims in the suit that a local law bars gender discrimination in the sale of products such as insurance. Three additional suits are expected to be filed in the next year in states that have similar laws, according to Ms. Levick.

The NOW action follows the defeat earlier this year in the Congress of a bill requiring nondiscrimination in insurance rates. Mutual of Omaha lobbied actively against that bill, according to Ms. Levick.

According to NOW figures, women typically pay $16,000 more than men over their lifetimes for automobile, health, disability, and life insurance.

Mutual of Omaha officials said last week that NOW's action is unfair because it singles out their company for an industrywide practice. "We do not feel that the lawsuit filed by NOW has any foundation because Mutual of Omaha does not arbitrarily charge women more than men for the same product," said Thomas O'Connor, a spokesman for the insurance company. "Basically, it's a suit against the industry, not just Mutual."

"It is true that we do charge women higher rates than men at some ages for certain health coverages," he added. "It's also true that we charge women lower rates at many ages and coverages, including health insurance."

STATES

Florida Approves Transcript Rule

Gov. Robert Graham of Florida and his Cabinet last week approved a rule that would require state universities and junior colleges to send transcripts of freshman grades to school superintendents so they can gauge the progress of their recent graduates.

Commissioner of Education Ralph Turlington had asked Governor Graham and the Cabinet, which also serves as the state board of education, to adopt the rule requiring "postsecondary feedback of student information to high schools" so the schools can better prepare their students for postsecondary training, according to Tim Callahan, an aide to the commissioner.

"Based on this information, high schools will be able to make needed changes in academic programs," Mr. Callahan said.

Under the new rule, which is scheduled to go into effect March 1, colleges must also send to superintendents and the Governor's Cabinet data on how many of their students are placed in compensatory or remedial programs. The aim is to improve educators' and policymakers' understanding of what the students failed to learn in high schools.

Costs for compiling and mailing the transcripts will be assumed by the State Board of Community Colleges and the State Board of Regents, Mr. Callahan said.

Alabama Group Set To Study Minority Concerns

Responding to a growing number of complaints from around the state that black students are not receiving equal treatment in schools, the Alabama branch of the N.A.A.C.P. has established a task force to investigate the problem, according to Lillian Jackson, chairman of the task force.

"We are going to conduct a survey statewide to determine exactly what the status is in Alabama, in terms of equity," she said, adding that in the reform movement's pursuit of excellence, "there still must be equity."

Charges made by N.A.A.C.P. chapters around the state, she said, include: that some black students have not received adequate remediation after performing poorly on standardized tests; that there is growing concern about students who might not pass the state's new graduation exit exam; and that a gap exists between the quality of teachers in predominantly black schools and that in white schools.

The panel, Ms. Jackson said, will comprise about 10 people—mainly educators—but its membership has yet to be finalized.

The panel will join local branches of the organization in working with problem school districts but will also take "appropriate" action where it may be necessary, according to Ms. Jackson.

Special-Ed. Rules In New Jersey Bring Public Suit

The New Jersey Public Advocate's Office, a watchdog agency in the state's executive branch, has brought suit against the state department of education, claiming that new department regulations will reduce the number of preschool children eligible for special-education programs.

The new rules stem from a 1983 state law requiring school districts to identify and provide special-education services for preschool children from birth to age 5 who may have developmental problems.

The public advocate's office argues, said Assistant Deputy Public Advocate Linda Peres, that the regulations, adopted in July, define handicapping conditions too narrowly and thus are inconsistent with the federal and state special-education laws.

Under the state law, preschool handicapped children are eligible for enrollment in a special-education program if their parents and school officials feel they would benefit "by special-education programs and services which may prevent their handicap from becoming more debilitating."

But under the education department's rules, the parent of a preschool handicapped child would have to prove that the child has a handicapping condition that "seriously impairs his or her functioning and has a high predictability of seriously impairing normal educational development," Ms. Peres said.

"If a child has a speech impairment, it would not necessarily be a serious condition, but the child still may benefit from special education," Ms. Peres commented.

As of December 1983, there were 3,200 preschool children in the programs around the state, according to education department figures.

The suit, filed Aug. 10 in the appellate division of State Superior Court, requests that the education agency strike those portions of the regulations that the advocate's office feels are inadequate, Ms. Peres said.

Jeffrey Osowski, director of the agency's division of special education, said he could not comment on the suit while it is in litigation.

Oregon Voters Reject Levies

Oregon voters in 14 of the 23 districts that held levy elections this month rejected increased taxes for public schools.

"I don't think [the levy results] reflect disillusionment with the

Sources of Revenue for Public School Support

Revenues for public elementary and secondary education by revenue source: United States, selected years (Amounts in millions of dollars)

Year	Total amount	Source					
		Federal		State		Local	
		Amount	Percent	Amount	Percent	Amount	Percent
1919-20	$ 970	$ 2	0.3	$ 160	16.5	$ 808	83.2
1929-30	2,089	7	0.4	354	16.9	1,728	82.7
1939-40	2,261	40	1.8	684	30.3	1,536	68.0
1949-50	5,437	156	2.9	2,166	39.8	3,116	57.3
1959-60	14,747	652	4.4	5,768	39.1	8,327	56.5
1965-66	25,357	1,997	7.9	9,920	39.1	13,440	53.0
1967-68	31,903	2,806	8.8	12,276	38.5	16,821	52.7
1969-70	40,267	3,220	8.0	16,063	39.9	20,985	52.1
1971-72	50,004	4,468	8.9	19,133	38.3	26,402	52.8
1973-74	58,231	4,930	8.5	24,113	41.4	29,187	50.1
1975-76	71,206	6,318	8.9	31,776	44.6	33,112	46.5
1977-78	81,443	7,694	9.4	35,013	43.0	38,736	47.6
1979-80	96,881	9,504	9.8	45,349	46.8	42,029	43.4
1981-82	110,587	8,249	7.5	52,587	47.5	49,750	45.0

Notes: Amounts may not add to totals because of rounding. Percents were calculated from unrounded totals and amounts. Amounts are in current dollars.

Source: U.S. Education Department, National Center for Education Statistics, *Statistics of State School Systems*, 1919-20 through 1975-76; *Revenues and Expenditures for Public Elementary and Secondary Schools*, 1977-78 through 1979-80. Unpublished data for 1981-82.

schools," said Jan Ryan, assistant superintendent of public instruction. "I think it's a pocketbook issue," she said, noting Oregonians' resistance to higher taxes and the decline in state support for public schools.

In addition, Ms. Ryan noted that August is generally not the best time to hold levy elections for school funding because people are on vacation and school is not in session.

Lacking approval to raise levies, 57 other districts currently do not have the funds to balance their budgets, Ms. Ryan said. Under Oregon law, if a district does not have enough money to operate, it must ask voters to approve funding outside the regular tax base.

Many of those 57 districts, as well as the 14 districts that did not approve levies this month, are expected to submit levy proposals to voters on Sept. 18.

Kentucky Study Points to Decline In Black Teachers

Kentucky's efforts to increase the number of black teachers in its schools have failed in the 30 years since the U. S. Supreme Court's decision in *Brown* v. *Board of Education*, asserts a report by the Kentucky Commission on Human Rights.

The state's public schools have proportionately fewer black teachers now than in 1954, according to the report issued this month.

In 1954, 6.8 percent of Kentucky's teachers were black; today, 4.5 percent—1,462 of the total teaching force of 32,608—are black, the report says. The number of black teachers has increased by 181 since 1954, but the increase "has not grown commensurate with" the number of white teachers or black students, said Galen Martin, executive director of the commission.

"Local school superintendents are simply not doing enough," to attract and keep black teachers, he said.

Of the state's 648,000 public-school students, 9 percent, or 58,000, are black. The commission cited the "black teacher gap"—the number needed to balance the percentage of black students and teachers—as evidence of the problem, according to Mr. Martin. "We ought to have 3,100 [black teachers] for parity," he said.

State officials have not yet responded to the report, because Kentucky's superintendent of schools, Alice McDonald, has been out of the state, according to an education department spokesman.

The commission recommended that local officials take six steps to recruit more black teachers: institute affirmative-action plans with quotas and timetables; allow greater opportunity for blacks to gain higher-level positions, such as principal, coach, or counselor; encourage black college graduates to return to their high-school alma maters as teachers; provide standardized criteria for evaluating professional staff members; maintain regular contact with local minority-affiliated organizations; and make use of an annual statewide guide to black college graduates published by the commission.

Local school districts typically make their own personnel decisions without an "organized, systematic effort" by the state to help the local districts locate black candidates, said Mr. Martin. The report suggested that the state department of education establish a registry of potential teachers.

Massachusetts Gives Districts $15 Million In Emergency Aid

Twenty-one Massachusetts school districts that have faced severe financial trouble in the last school year will share a one-time local-aid grant of $15 million appropriated this month by the state legislature.

Terry Zoulas, a spokesman for the Massachusetts Department of Education, said that although 21 school districts were known to be in severe financial trouble, the dilemma of the Lynn School District, north of Boston, sparked the need for the emergency aid.

Officials of the district had warned last April that they would have to close schools early because they were running out of funds to operate. But the Massachusetts Board of Education took the district to court, arguing that it was required by law to finish the school year. In May, the Massachusetts Superior Court ruled in favor of the board, Mr. Zoulas said.

Lynn managed to stay open for the rest of the school year by borrowing from next year's school-aid payment, Mr. Zoulas said.

Gov. Michael Dukakis proposed the emergency-aid plan. The 21 school districts among the state's 438 that proved their "extreme" financial need are the recipients, according to Mr. Zoulas.

He said the financial problems stem from Proposition 2½, the tax-reduction measure enacted in 1980 that limited the amount of property tax that could be levied in all communities.

According to Mr. Zoulas, Massachusetts schools receive about 60 percent of their financing from property taxes. School districts such as Lynn that are "property poor" suffered the most from the tax cuts, he said.

Texas Teachers Say Education Agency Is Obstructing Reforms

The Texas State Teachers Association has decided to take the Texas Education Agency to court to prevent what its officials argue is the setting of "a bad precedent" in the application of newly enacted education reforms affecting teachers.

The state-court action alleges that education officials misinterpreted one new law in allowing the Dallas Independent School District to schedule teacher-preparation days at a time other than that mandated.

If such misinterpretation is allowed to continue, the suit maintains, other school reforms enacted by the legislature in its special session this summer may not be implemented correctly, according to Karen L. Johnson, legal counsel for the teachers' association. "In principle, it sets a bad precedent," she said.

The state's 1975 education code was revised during the legislature's recent special session on education, Ms. Johnson said, to include the requirement that teachers be given two days "immediately preceding" the start of the school year to prepare their classwork.

The state agency, according to the suit, allowed Dallas officials to schedule preparation time on various days this week instead of in the final two days before the beginning of classes next week.

The suit, filed earlier this month in Travis County State Court, sought a temporary restraining order to prevent Dallas from making the scheduling decision. That request was denied; the teachers' union is scheduled to return to court next week to seek a ruling on the law's interpretation, Ms. Johnson said.

The suit may be amended at a later date to include charges regarding other reforms that Ms. Johnson said may also have been misinterpreted by state officials, including salary provisions and teacher-preparation time during the school day.

Connecticut Panel To Study Raising Teachers' Salaries

Gov. William O'Neill of Connecticut has appointed a blue-ribbon commission to look into the possibility of increasing teachers' salaries in the state.

The 15-member panel is scheduled to offer an interim report in December and a final study in June 1985.

Lise Heintz, a spokesman for the State Department of Education, said the commission will update and act on suggestions made by a previous gubernatorial panel, which issued a report last September.

That commission recommended that salaries for teachers in the state be raised "to come more in line with salaries for other professions," Ms. Heintz said.

The task force also suggested that salaries should be equalized around the state and that outstanding teachers should be recognized, but it did not offer specific suggestions on how the recommendations could be carried out.

Starting salaries for Connecticut teachers range from about about $11,000 to $13,000, according to the commission, while the average starting salary for graduates with a bachelor's degree in the humanities is $15,396.

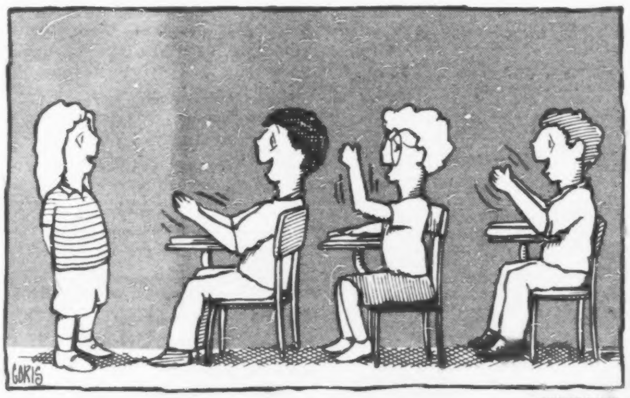
Salaries in Connecticut are determined by local school districts; the state does not regulate the minimum level.

Robert Eagan, president of the 26,000-member Connecticut Education Association, an affiliate of the National Education Association, said salaries range from a minimum of $11,740 and a maximum of $25,993 in Windham County, to a minimum of $13,009 and a maximum of $36,222 in Fairfield County.

Mr. Eagan said some local unions have expressed concern about the lack of teacher representation on the panel. The commission is composed of legislators, businessmen, and one teacher, LeRoy Hay, the 1983 national Teacher of the Year.

Mr. Eagan said the C.E.A. is suggesting that panel members spend a week with a teacher, going to classes, helping grade papers, and even participating in the supervision of the lunchroom and lavatories.

Friends, Romans, and Assertiveness Trainees ...!



DENNIS GORIS

Consider the doormat. The pupils in John L. Hart's 3rd-grade test group in the Tulare County, Calif., public schools did.

First, they considered how everybody walks all over the doormat. Then they thought about people who walk over other people, about bullies and their personalities and how they make other people feel bad.

The moral? One does not have to be either a doormat or a bully, the class concluded. Instead, it is better to state your wishes clearly and stand your ground without walking over others or being walked over.

Mr. Hart, a former college baseball-star-turned-therapist, calls this "grade-school assertiveness training."

For his Ph. D. dissertation at the University of Southern California, Mr. Hart developed a "mental fitness" program for the young, which he also tested with a class of Tulare high-school students.

As aerobics and calisthenics help youngsters get in shape to meet physical challenges, Mr. Hart maintains, exercises for the mind can help them get in shape for the psychological hurdles of life.

"The basic idea is to apply the lessons of sports to mental health," Mr. Hart explains. "Sports helped me change that fearful predilection [to be shy and awkward] and develop self-confidence."

Here's a sample game plan. Before putting the pupils through their psychological exercises, Mr. Hart, as "coach," instills team spirit by demonstrating what he calls the "home-court advantage." Each child is asked to stand in front of a group of students and state his or her name and favorite hobby. Then the child is asked to repeat the exercise, only this time the group is told to cheer and clap.

The students, Mr. Hart says, realize that it feels much better to speak out "when other people are on your side and rooting for you."

With that lesson in mind, students are put through a series of exercises in which they find out how their body language and the loudness or softness of their voices work together to help them achieve their communication goals.

In other exercises, students practice the best ways of making friends; of expressing themselves during difficult moments; and of overcoming stress through relaxation and positive-imagery techniques.

Shanker Calls on A.F.T. To Move Against Incompetent Teachers

Continued from Page 1

ble to convince teachers that they needed the union or that unionism was appropriate for them."

Officials at both the A.F.T., which counts 600,000 members, and the National Education Association, which reports 1.7 million, have expressed skepticism of peer-review proposals in the past.

In a recent survey of teachers' opinions sponsored by the Metropolitan Life Insurance Company, almost 30 percent of those surveyed said they "would not be very willing" or "would not be willing at all" to be evaluated by a committee of teachers in their school. About 90 percent said that they would be "very willing" or "somewhat willing" to have school administrators evaluate their overall performance. *(See Education Week, Aug. 22, 1984.)*

Conflict of Interest

"I know I am sticking my neck out," Mr. Shanker said, adding that he realizes there are inherent conflicts in a system of peer review in which union members evaluate other union members.

The evaluation system raises serious questions, he said, such as: "How can you get teachers who are members of the union involved in saying that somebody shouldn't be retained as a teacher?" and "Isn't it the union's job to protect and defend and provide due process?"

But these are problems that must be resolved if teaching is to enter an "era of professionalism," he said.

In addition to taking control of the evaluation process, Mr. Shanker also advocated active teacher involvement in the spectrum of current reforms—from textbook selection to development of curricula.

He cautioned A.F.T. members that if they did not take control of the "excellence-in-education" movement, the result would be "more rules, more regulations, and oppressive supervision" imposed by state and local governments.

The A.F.T. will create a commission on the Future of Education to examine the problems in professionalizing teaching, Mr. Shanker said.

Political Action

In his opening address, Mr. Shanker also touched on the subject of the union's recent political activities and congratulated union members on their strong participation in the Democratic primaries.

"Ours was the largest single A.F.L.-C.I.O. union delegation to the Democratic [convention]," he said.

Because the campaign will be "decided by dollars," he encouraged every A.F.T. member to make contributions to the Presidential campaign of Walter F. Mondale and said that the union intended to provide the campaign with "the maximum amount of money." Leaders of A.F.T. locals also spoke on several occasions about the importance of getting people registered to vote, and several workshop sessions were devoted to voter-registration strategies.

Ferraro Comes Home

Later in the week, moments prior to an address by U. S. Representative Geraldine A. Ferraro, union members voted overwhelmingly to adopt a resolution endorsing the Mondale/Ferraro ticket. The A.F.T. had endorsed Mr. Mondale's candidacy last fall. *(See Education Week, Nov. 2, 1984.)*

Representative Ferraro thanked the delegates for their support and enthusiastic greeting and told the audience that she felt as though she had "come home."

The Vice Presidential candidate, a former teacher and A.F.T. member, outlined the basic points of Mr. Mondale's plan for educational improvement. *(See Education Week, Feb. 22, 1984.)*

She called for raising the quality and prestige of teaching with better pay and for the establishment of a national fund to encourage excellence in the profession.

A Mondale Administration also would provide more support for graduate education and would ensure appropriate levels of funding for bilingual- and handicapped-education programs, she said.

Resolutions From the A.F.T. Annual Convention

The following summarizes resolutions relating to elementary and secondary schools adopted by the American Federation of Teachers at its 68th annual convention in Washington, last week.

Teacher Preparation: Reaffirmed its commitment to professional studies, internships, and subject-matter mastery as the prerequisites to teacher certification. The union also denounced attempts to eliminate or compromise requirements and to "de-professionalize" teaching.

Attracting Excellent Teachers: Endorsed scholarships and forgivable loans as ways of attracting able candidates. It also proposed standards that would require teacher candidates to show competence in critical reading and in oral and written expression before final admission to a teacher-education program, and which would require candidates to have academic grade-point averages higher than general university requirements.

Recruitment of Teachers: Called for joint governmental and business ventures to provide college scholarships for prospective teachers. It also urged that salaries of entry-level teachers be raised to a level that is competitive with top-echelon college graduates.

Teacher Evaluation: Strongly opposed state and federal infringement on the evaluation of teachers in local schools.

Collective Bargaining for State and Local Public Workers: Called upon the Congress to adopt legislation setting minimum standards for state and local governments in regard to collective bargaining, and pledged to work for statutory protection of the right of state and local public employees to bargain collectively.

Right To Strike: Advocated the enactment of legislation to give public employees the right to strike.

Class Size: Urged federal-aid formulas that reward districts with lower class sizes and called for the union's officers to launch a public-information campaign on the benefits of smaller classes.

Reauthorization of the Vocational Education Act: Called for an increase in funding; substantial set-asides to each state to provide services for disadvantaged, handicapped, and other underserved groups of students; a mandate that at least 85 percent of the funds allocated to each state must be made available for services at the local level; a requirement that funds be distributed within each state according to a formula that assures that funds are concentrated in areas of greatest need; and a requirement that states be fully accountable for how their allocations of federal funds are distributed or otherwise used.

Foreign-Language Instruction: Endorsed the concept of foreign-language instruction in the curriculum at all educational levels.

Discouraging Dropouts: Pledged to seek expansion of state and federal funds for remedial education and to work for high-quality occupational education programs.

Urban Schools: Supported changes in state school-finance programs to assist urban school districts with their special problems, including provisions in school-funding formulas; improvements in the salary and working conditions of classroom teachers; and changes in school management that would make public schools more efficient and effective.

Early-Childhood Education: Pledged to increase its legislative efforts to make early-childhood education universally available to all children under "the presumed, prime sponsorship of the public schools."

Child Abuse and Neglect: Voted to work with state federations and locals and with community organizations to help prevent child abuse.

Title IX: Urged the Congress to adopt legislation that will overturn the U. S. Supreme Court's recent *Grove City College* decision and reestablish Title IX protections throughout all institutions that accept federal funds.

Do Your School a Favor.

Ask your principal or your librarian (or even your local P.T.A.) to buy a subscription to EDUCATION WEEK for the library or the teachers' room.

Every school, readers have told us, should have one subscription that is readily available to teachers and administrators so they can keep up with news and developments in their profession.

You can use one of the order cards on page 11 of this issue.

Schooling Costs To Total $240 Billion in 1984-85

Continued from Page 1

$16.3 billion last year, according to the report. The drop reflects the fact that the N.C.E.S. this year did not count the value of services performed by low-paid or volunteer teachers, said Vance Grant, head of the agency's statistical information office.

Spending by private colleges and universities will rise to $32.5 billion from $30 billion last year; similarly, the report says, spending by public institutions of higher learning are expected to increase from $59 billion to $63 billion.

The federal share of education spending is expected to fall by 1 percent, to 8 percent of the total in the coming year.

States, according to the draft report, will pick up the slack, accounting for 40 percent of the $240-billion total, up from 39 percent of total education spending last year.

This year, as was true last year, local governments will account for 24 percent of the total; 28 percent will come from miscellaneous sources, including tuition and fees, endowments earnings, and private gifts and grants.

Mixed Enrollment Trends

Enrollments in elementary schools are expected to fall by 375,000, to 30.25 million this year, according to the N.C.E.S. But after 1985, the number of K-8 students is expected to increase.

High-school enrollments, however, which the agency expects to rise by about 100,000 students in 1984-85, will fall thereafter and throughout the 1980's, "as the 14- to 17-year-old population continues to decrease," according to the report.

The college population will fall slightly in 1984-85, from a near-record 12.4 million last year to 12.3 million. Although high-school enrollments will be directly affected by the demographic situation, college enrollments, says the N.C.E.S., "will remain relatively high because of the increased attendance of older students, part-time students, women, and minority groups."

The number of graduates of public and private high schools is expected to continue to fall this year to around 2.7 million from 2.74 million last year. In the spring of 1983, notes the N.C.E.S., high schools graduated 2.8 million students; the all-time high was 3.1 million in 1977.

The agency expects the number of elementary and secondary teachers to hold steady at 2.4 million this year—2.1 million in public schools and 300,000 in private schools. But the number of college professors and instructors will fall by 10,000 to a total of 700,000, the report predicts.

It estimates that colleges and universities this academic year will award 960,000 bachelor's degrees; 295,000 master's degrees; 33,000 doctorates; and 74,000 first professional degrees. The total of the first three degrees awarded, continuing a recent trend, will be down slightly, according to the N.C.E.S., but the number of first professional degrees awarded is expected to hit a new high in 1984-85.

School-College Partnerships Cited

Continued from Page 9

the Rhode Island Urban Project, and a consortium of 10 corporations to improve postsecondary educational opportunities for minority students. The University-School-Business Compact features activities in five high-school magnet programs and in mathematics, science, and pre-engineering.

Contact Marcia Marker Feld, Urban Field Center, University of Rhode Island, 22 Hayes St., Providence, R. I. 02908.

□

In 1982, Edward J. Bloustein, president of **Rutgers, The State University of New Jersey**, initiated Public Responsibility for Educational Success, a two-year campaign to encourage broad community support for elementary and secondary schools.

The program will attempt to organize a network of statewide, regional, and local organizations concerned with public education and to encourage local initiatives to support school-improvement efforts.

Contact Jose Ann Steinbock, Public Information, Rutgers, The State University of New Jersey, New Brunswick, N. J. 08903.

□

Yale University and the New Haven Public Schools founded the Yale-New Haven Teachers Institute in 1978 to improve science and humanities teaching and learning in the schools and to produce high-quality curriculum materials pertinent to students' needs. Since that time, approximately 500 teachers have worked with Yale faculty as Institute Fellows.

Contact A. Bartlett Giamatti, President, Yale University, 53 Wall St., New Haven, Conn. 06520.

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MEETINGS & EVENTS

To help you plan your schedule for the coming academic year, *Education Week* will include in next week's issue a pullout calendar of professional meetings and events for the 1983-84 school year, listed by date and by sponsor.

See Issue 2, Vol. IV.

LITERACY & SCHOOLING

From coast to coast, educators are being asked to reach for academic excellence and to raise the level of literacy of all students. A 72-page special report in this issue examines aspects of the challenge those goals pose for teachers, students, and policymakers. It includes reports on reading, writing, and thinking; on teaching, tracking, testing, textbooks, and television. And a panel of prominent educators provides viewpoints on these and other issues.

Begins Opposite Page 8.

EDUCATION WEEK

American Education's Newspaper of Record

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Teacher Licensing Is In Disarray, Study Contends

Recommends Imposition Of National Standards

By Cindy Currence

WASHINGTON—States' teacher-certification procedures are "a mess" and should be replaced with national certification standards, a Washington-based researcher has charged.

"The numbers of different types of certificates and what is required to get one within a state, much less nationwide, are staggering," writes C. Emily Feistritzer in "The Making of a Teacher," a report containing the findings of a 50-state survey of teacher education and certification.

The survey, released last week, was conducted by Ms. Feistritzer, who is the director of the National Center for Education Information, a private publishing firm that issued the report and also publishes several newsletters in education.

"A person could meet all the requirements for a license to teach every elementary grade in one state and only certain grades in another state," Ms. Feistritzer writes, ". . . and some states give broad certificates that allow a person to teach several different grades and subjects, while other states give certificates that are very specific concerning which grades and what subjects can be taught."

The survey also revealed that:

- Forty-eight states and the District of Columbia include graduation from an "ap-

Continued on Page 12

Reagan Says Teacher To Be First Space Passenger

By Tom Mirga

WASHINGTON—President Reagan, in a move he said was designed to exemplify the importance of education in America, announced last week that an elementary- or secondary-school teacher would be the first private citizen to fly on a space-shuttle mission.

"When the shuttle lifts off, all of America will be reminded of the crucial role teachers and education play in the life of our nation," the President said during award ceremonies here for the 262 winners of the Secondary School Recognition Program. "I can't think of a better lesson for our children and our country."

According to the National Aeronautics and Space Administration, which will conduct the search for the nation's first citizen-astronaut, specific qualifications and requirements for applicants for the shuttle program will be released in early October. The teacher will fly on a mission in late 1985 or early 1986 and will be expected to take a year-long leave of absence after the flight to visit schools, talk at workshops, and appear on radio and television programs.

PAUL HOSEFROS / NYT PICTURES

JEFFERSON WELCOME

President Reagan met last week with Washington, D.C., students

Minimum Criteria

The space agency has already announced that, at a minimum, applicants must be full-time teachers, citizens of the United States, and free from debilitating disease. A panel of educators appointed by NASA officials will pare down the field of applicants first to about 100 and then to 10. An internal NASA selection committee will then narrow the field of applicants to five, and finally to a prime candidate and a backup.

The two teachers will then undergo eight weeks of training at the Johnson Space Flight Center in Houston.

NASA warned that it is not accepting applications at this time, adding that any applications received before "specific flight opportunities are announced" will not be accepted.

Challenge to Educators

Later in his speech, which the White House described as a "major policy address

Continued on Page 11

Reform Activists Forging New Strategies

Ad Hoc Group Drafting A Manifesto on Agenda

By Thomas Toch

An ad hoc and bipartisan group of 40 prominent educators, scholars, and lawmakers is drafting a manifesto intended to "sustain the quest for educational excellence" and add "important new items to local and national educational agendas."

The group plans to release the statement by early November, "to coincide with that period of introspection, imagination, rethinking, and analysis that characteristically follows a Presidential election," ac-

Continued on Page 12

Idea of Citizen's Lobby Is Weighed by Governors

By Thomas Toch

Two governors, Lamar Alexander of Tennessee and Bruce E. Babbitt of Arizona, are exploring the possibility of founding a national citizens' lobby that would work "to keep education reform on the front burner," according to their spokesmen.

"They have met several times to discuss the creation of an organization [to provide national leadership in education] and they want to get it off the ground this fall," said James West, an aide to Governor Babbitt.

Mr. Babbitt, a Democrat, and Mr. Alexander, a Republican, have included a small number of educators in the planning of the proposed organization, Mr. West said. These include Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University who worked closely with Governor Alexander on the development of Tennessee's highly publicized education-reform plan.

"The idea is to build and hold national public support for quality education," said Bill Honig, superintendent of public instruction in California. "The question is, 'How do you get the citizenry involved in an organized way to push for reform?' They would be trying to get a large group of members signed up and lobbying state legislators and school-board members [nationwide]. It would be a coalition of concerned citizens, a force for quality education."

Mr. Honig, who said he has been asked by

Continued on Page 12

Educators Warned States Will Act if They Do Not

Opinions Clash at Conference To Define History Curriculum

By Lynn Olson

BERKELEY, CALIF.—If educators fail to define a core curriculum in history, state governments will do it for them, Michael W. Kirst, a professor of education at Stanford University, warned a group of 650 historians, administrators, and social-studies teachers at a meeting here recently.

The conference, "History in the Public Schools: What Shall We Teach?," was sponsored by Berkeley's Graduate School of Education and the California Department of Education as the opening event of the Clio Project, a joint program designed by the university and the state department to help revitalize history teaching in California's public schools.

But the heated exchanges that characterized the three-day event suggested that the proposed renewal may be difficult; there was little agreement on what history should be taught at the high-school level, or in what form.

California's Draft Standards

Mr. Kirst's warning was particularly apropos for the predominantly Californian group, many of whom attended the meeting to react to a preliminary draft of new state curriculum standards in history and to present their views on what should be in the history program. *(See text of draft curriculum with continuation of this story.)*

The new standards were mandated by the Hughes-Hart Educational Reform Act of 1983, which requires the state board of education to approve by January 1985 a set of curriculum standards for seven subject areas taught in grades 9 through 12. History/social studies is one of them.

Continued on Page 10

IN SUMMARY

Responding to The Supreme Court
Senator Howard H. Baker Jr. of Tennessee plans to bring to the Senate floor a controversial bill that is designed to nullify the Supreme Court's narrow interpretation of Title IX. **Story on Page 5.**

Commenting on the Platform
Secretary of Education Terrel H. Bell discusses the contents of the education plank adopted last month by the Republican Party and comments on his own plans for the future. **Story on Page 6.**

Cracking Down on Child Abuse
Following reports of alleged child abuse at two Miami day-care centers, Florida's governor has ordered the state health department to close unlicensed centers and expand services. **Story on Page 7.**

Resignation in Raleigh
The superintendent of the Wake County, N.C., public schools has resigned following charges by the state that he was one of nine administrators who misspent Chapter 1 funds. **Story on Page 7.**

Vocational-Education Issues
An analysis by the National Center for Education Statistics verifies popular ideas about enrollments and student characteristics in vocational-education programs. **Story on Page 8.**

Commentary 16
Events 13
Deadlines 13
Marketplace 14

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THE WEEK

FEDERAL

District Charged With Bias Against Pregnant Teachers

The Justice Department filed suit against Cook County, Ill., school officials last week, charging that they have discriminated against current and former teachers by denying them full use of their sick leave for pregnancy-related disabilities.

The department, in papers filed with the U. S. District Court for the Northern District of Illinois, simultaneously proposed a consent decree which, if approved by the court and school officials, would resolve the lawsuit.

The lawsuit alleges that the school district violated the Pregnancy Discrimination Act of 1978 by denying teachers disabled by pregnancy between 1979 and 1983 the same paid sick-leave benefits provided to teachers disabled for other reasons.

Under the proposed settlement, the district would agree to pay $15,314 in back pay to 11 current or former teachers. It also includes a provision allowing anyone not benefitting from the settlement to submit proof to the court that she was denied the use of her accumulated paid sick leave under the alleged discriminatory policy.

The Justice Department noted that the legal action represented the eighth case brought to enforce the provisions of the Pregnancy Discrimination Act since the Reagan Administration took office.

Chapter 2 Benefits Private Schools, New Study Finds

Nonpublic schools have benefitted substantially in recent years from the federal Chapter 2 block-grant program, according to the National Committee for Citizens in Education, a public-education advocacy group that maintains an information clearinghouse on the three-year-old Chapter 2 program.

Since 1981, private schools' annual share of Chapter 2 funding has been about $40 million annually, the N.C.C.E. estimates on the basis of data from the Council of Great City Schools, the American Association of School Administrators, and "our own careful reading" of provisions in the Chapter 2 law, according to Anne Henderson, an associate at the N.C.C.E..

Ms. Henderson said there are no hard data on how much Chapter 2 aid private schools actually receive because most states do not require districts to report the breakdown of the Chapter 2 spending between public and nonpublic schools.

The year before the Congress adopted the block-grants program, private schools' share of funding for programs now under Chapter 2 was about $16 million, the N.C.C.E. estimates.

Of the 28 programs consolidated in 1981 under Chapter 2, only Title IV(b) of the Elementary and Secondary Education Act allowed aid to private schools.

In the block-grants law, however, permissible aid to private schools was extended to include all of the programs under Chapter 2.

In fiscal 1981, $161 million was appropriated for Title IV(b). Since then, the annual block-grant appropriations have been $450 million to $500 million. And for fiscal 1985, the House of Representatives approved $679 million for Chapter 2.

The General Accounting Office, the nonpartisan investigative arm of the Congress, also is completing a study of the Chapter 2 program. Among other things, the draft version of the report says that local school officials prefer the Chapter 2 program to the programs that preceded it, a G.A.O. official said.

NATIONAL

A.F.T. Officials Inform Members Of Asbestos Hazard

The American Federation of Teachers is encouraging its membership to put pressure on local authorities to remove asbestos from schools because, A.F.T. officials say, the federal government is not acting quickly enough to reduce the hazard.

At its annual convention in Washington, D. C., late last month, the union provided its members with a document called "Asbestos: A Time Bomb in Our Schools." The report outlines the scope of the problem and tells teachers what to do if they think their school contains asbestos. A.F.T. officials estimate that more than 648,000 school employees run the risk of being exposed to the substance.

"No effective federal program exists to protect children and teachers from asbestos and none of the current Congressional initiatives has proposed dollar figures anywhere near what is estimated to be a $1.4-billion cost for cleanup of U. S. schools," said Albert Shanker, president of the A.F.T.

"Local school boards are often forced to sidestep or delay handling the asbestos problem because of the extremely high cleanup costs, or, worse yet, they hire unqualified contractors whose unprofessional removal techniques exacerbate the asbestos hazard," he said.

The union is setting up an asbestos task force to provide A.F.T. locals with resources, technical information, and suggestions for dealing with asbestos. Convention delegates adopted a policy resolution asking their leadership to: conduct a public-education campaign regarding the dangers of asbestos, establish a clearinghouse for locals to share information on asbestos projects, keep locals and state federations informed of changes in federal regulations regarding asbestos inspection and notification requirements, and work with other interested groups to remove or contain asbestos in schools.

STATES

Vermont Board Adopts Stricter Standards for Pupils

The Vermont State Board of Education has approved new graduation requirements and educational standards for the state's 100,000 public-school students.

The reform package represents the first time the state has established comprehensive standards for both elementary and secondary schools and specified course requirements for graduation.

The new requirements, which have been endorsed by the legislature's joint committee on administrative rules, will go into effect in 32 schools this fall. The remainder of the state's 385 public schools will be expected to plan for implementation of the new standards by 1989 at the latest, although the department will reassess the reform program in the spring of 1986.

According to Joyce Wolkomir, director of public affairs for the department, the new requirements are the result of a two-year departmental study of Vermont's educational needs.

The reform package includes:

- Graduation requirements of four years of English, three years each of math, science, and social studies, one year of the arts, and one and a half years of physical education. Previously, students were expected to complete 16 one-year courses in unspecified subjects, meet locally established requirements, and master six competencies defined by the state as "the minimum skills necessary for further learning and social functioning" in the areas of reading, writing, speaking, listening, mathematics, and reasoning. Students will now be expected to master them by the end of the 8th grade.
- A requirement that schools per-

EDUCATION WEEK

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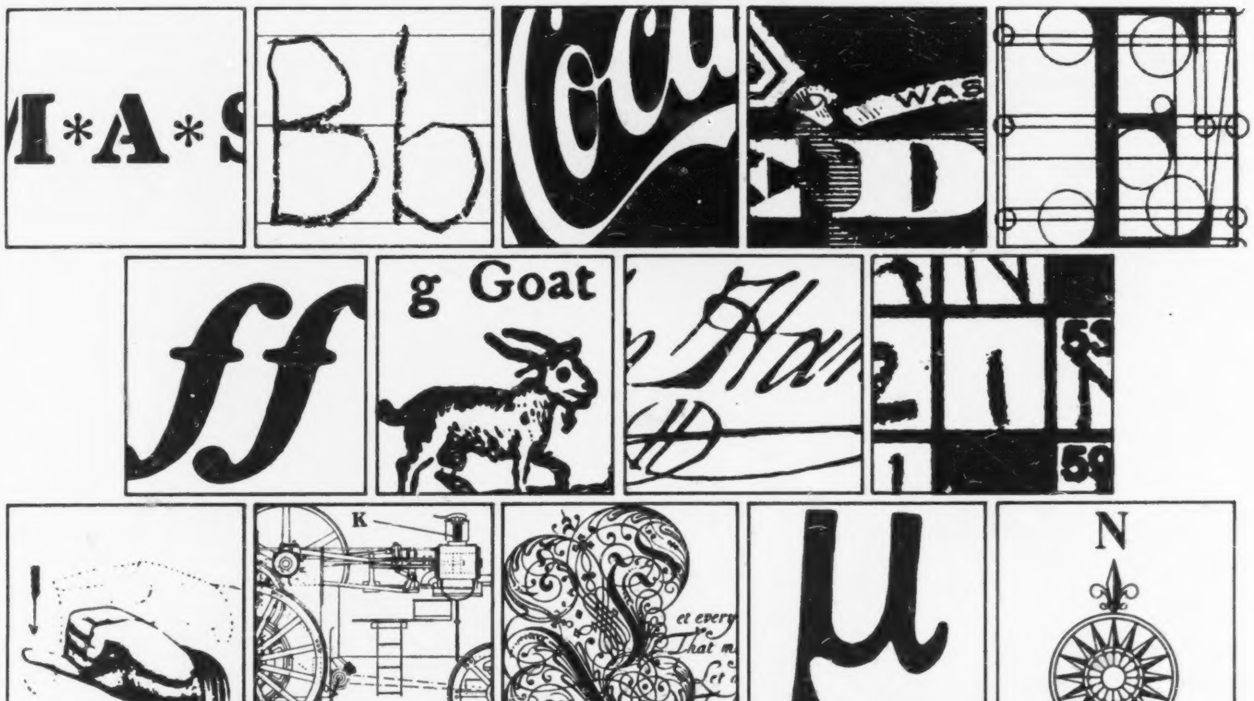
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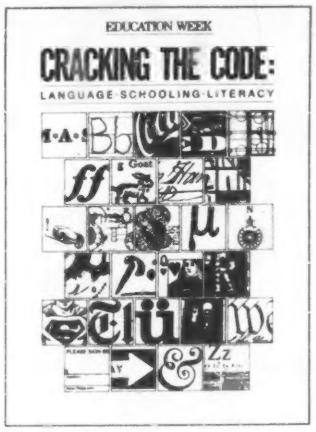

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Index to Advertisers

Index to Advertisers	Page		Page
American Education Finance Association	L60	National Academy of Science	L22
American Federation of Teachers	L69	National Association of Independent Schools	L59
Association for Supervision and Curriculum Development	L55	National Board of Certified Counselors	L63
Brain Age Books	L66	National Catholic Education Association	L52
Cobblestone Publishing	L65	National Council of States on Inservice Education	L64
Coronado Publishers	L59	National Council of Teachers of English	L63
Council for Basic Education	L67	National Council of Teachers of Mathematics	L67
CTB McGraw Hill	L70	New Century Education Corporation	L16
Education Commission of the States	L66	Old Dominion College	L59
Educational Testing Service	L60	Performance Learning Systems, Inc.	L36
Gesell Institute of Human Development	L58	Pi Lambda Theta	L57
Heinemann Educational Books	L70	Steck-Vaughn Company	L53
Holt, Rinehart and Winston	L27	U. S.-China Education Foundation	L62
Houghton Mifflin	L57	The University of Chicago Press	L56
Irvine Unified School District	L65		
Laurence University	L62		
Lawrence Erlbaum Associates	L58		
Lumen Publications	L49		
Moss Publications	L62		

INTRODUCTION

The current education-reform movement has brought into sharper focus a widespread but amorphous public concern about the quality of education. The recent series of reports on schooling, bearing the imprimatur of leaders from all walks of life, corroborated and gave definition to the reasons for that concern. And thus fueled, the debate about how to improve schools moved into legislative chambers and board rooms, town halls and television studios.

In an effort to contribute to that debate, *Education Week* last summer published "Mathematics and Science Education: Problems and Prospects"—a 64-page special report designed to provide detailed information on the state of science and mathematics education nationwide and to serve as a resource for educators, public officials, and others seeking an answer to the question: Where do we go from here?

In the pages that follow, *Education Week* looks at the other side of the coin, at language literacy and the skills of reading, writing, thinking, and comprehending. This special report does not examine the problem of adult illiteracy but concentrates instead on schooling, the process through which the code of language is, or should be, cracked for most Americans.

In many states and local school districts, educators and policymakers are beginning to address the issue of literacy—directly and indirectly—as they deal with standards, mandates, core curricula, testing, the use of school time, teacher quality, and the quality of instructional materials.

In considering these and other subjects, this special report's objective is to help illuminate some of the more difficult questions about schooling, language, and literacy raised by the reform movement. To provide perspective and a range of opinion, eight knowledgeable educators were invited to participate in a day-long roundtable discussion. Their voices, in the Viewpoints sections, provide a running commentary on the various topics covered in the report.

CONTENTS

The Problem: L3
America's Quest for Universal Literacy

Viewpoint: L6
It is Cruel To Say There's No Problem

History: L9
Once Upon a Time in Schools

Reading: L10
And After the Reign of Dick and Jane?

Writing: L12
Let Them Write: The Call For More Time on Task

Thinking: L14
Learning To Read, Reading To Learn

Thinking: L17
On Aristotle, Pixie, and The Art of 'Logical Talk'

Teaching: L18
'It All Starts in Elementary School'

Teaching: L20
Grade-School Training Unchanged In 50 Years

Viewpoint: L23
'We Can't Turn Every Teacher Into A Socrates'

Cultural Literacy: L24
Realms of Knowledge: Is There A Common Core?

Cultural Literacy: L26
Social Studies On the Firing Line

Viewpoint: L28
'It Does Matter What You Teach'

Tracking: L30
A System in Which 'the Better Get the Best?'

Viewpoint: L32
'You Get a Different Curriculum. You'll Like It. It Isn't Challenging.'

Testing: L33
Schools and the 'Catch-22' Of Norm-Referenced Testing

Viewpoint: L35
'The Point, After All, Is To Discriminate'

Textbooks: L39
'Dumbing Down': The Cost Of Aiming Low May Be High

Textbooks: L40
Publishers: Competing for the Market

Viewpoints: L41
'Teachers Seemed To Feel That Books Shouldn't Be Too Challenging'

Television: L42
Is It Ally or Enemy? The Debate Continues

Television: L43
TV Guides: Researchers Seek Answers Behind the Screen

Viewpoint: L44
'No Question, It Will Change What Literacy Is'

Computers: L45
The 'Enormous' Potential Remains Unrealized

Looking Ahead: L48
School Reform in the 1980's: Lasting Solution or 'Quick Fix?'

Bibliography: L50
Readings on Literacy

Viewpoint: L72
'Schools Have Done An Extraordinary Job'

THE PROBLEM

America's Quest For Universal Literacy

By Thomas Toch

Education is often called the secular religion of the United States. The nation that was forged by the founding fathers from a collection of British colonies emerged "in an age of exuberant faith in the power and possibility of education," writes the historian Lawrence A. Cremin. "The goal was nothing less than a new republican individual, of virtuous character, abiding patriotism, and prudent wisdom, fashioned by education into an independent yet loyal citizen."

"If a nation expects to be ignorant and free in a state of civilization," warned Thomas Jefferson, author of the 1779 Bill for the More General Diffu[illegible] of Knowledge, "it expects what never [illegible] and never will be." And in that spirit was born the revolutionary idea of universal schooling.

Today, two centuries later, the United States has established the most extensive and sophisticated system of public education on earth. And even its most ardent critics agree that that system has performed exceedingly well in moving the nation toward the goal of universal literacy.

It is often noted, for example, that a majority of Europeans could not write their names until well into the 19th century. In America, by 1918, each of the states had passed a compulsory school-attendance law.

Measured by rates of graduation from high school, the standard of literacy in the United States has risen markedly. In 1910, only 8 percent of those who started school finished. But by 1948 the figure had risen to 54 percent.

Now, three out of four students graduate from high school, according to the U. S. Education Department, and half of those go on to college.

A greater proportion of the population has at least some familiarity with the uses of language today than ever before, with the average American reading at between a 9th- and 10th-grade level, according to 1980 Defense Department statistics.

Rising Expectations

But as standards rise, so do expectations. And as the nation has reassessed its schools over the past few years, a new notion of general literacy seems to be emerging.

To a long-range planning committee of the Princeton (N. J.) Regional Schools, functional literacy "means more than merely enough reading to decipher written instructions, labels, and want ads or enough writing to fill out application forms and sales slips. These are skills that ... conduce to little more than survival. As educational goals, they aim low, and we must wonder about a society that would think them adequate for any sizable number of people."

"Effective expression of one's own thoughts," the committee goes on to say in its final report, "whether to describe an event, to explain a concept, or to convey a mood, requires not only knowledge of the structure of the language and of the meaning of words, but also appreciation of the provocative power of various ways of using words ... Appreciating the artistry of the poet goes hand in hand with understanding the persuasiveness of the ad writer and deciphering the rhetoric of the politician."

Other recent reports convey a similar message.

The worker of the future must be "a person who is able and willing to learn throughout a lifetime," according to a recent study for the National Academy of Sciences on "High Schools and the Changing Workplace." The report's authors, who concern themselves only with high-school graduates who go directly into the workforce, outline a set of "core competencies" that all graduates need to possess, including an ability to think effectively and be "informed and adaptable citizens and workers."

The National Commission on Excellence in Education speaks of a curriculum of "New Basics" and the emergence of a "Learning Society." It writes in its report, "A Nation At Risk": "America's position in the world may once have been reasonably secure with only a few exceptionally well-trained men and women. It is no longer."

In his study of the American high school, *Horace's Compromise*, Theodore R. Sizer says: "Education's job [today] is less in purveying information than it is helping people to use it."

Some policymakers, pointing to labor-market forecasts showing that the preponderance of new jobs will be low-skilled tasks in the burgeoning service sector of the economy, suggest that calls for a new standard of literacy to cope with a high-technology future are misguided.

But that is a minority view. There is broad agreement among those who have studied the schools and their place in society recently that all citizens will need to possess a high level of literacy to lead full lives and to meet the obligations of responsible citizenry in an increasingly complex world.

The current reform movement thus seems to be posing an enormous and unprecedented challenge to schools. Never before, educators say, have the schools succeeded in conveying the kinds of literacy skills being talked about today to more than a small percentage of their students.

Indeed, the evidence presented in the recent reports suggests that the schools are being urged to set higher standards at a time when they are failing to maintain more modest ones. It is the conclusion of many that the schools in recent years have been graduating students who are less literate than their predecessors.

Less Literate Graduates

John I. Goodlad reports in *A Place Called School*, his study of 1,000 classrooms in 38 schools, that reading occupies only 6 percent of class time in elementary grades, 3 percent in junior-high classes, and only 2 percent in high-school classes.

Mr. Goodlad found that organized discussions, which offer students the opportunity to develop their speaking and thinking skills, took up an average of only 5.1 percent of each class period.

Other studies suggest that students spend an equally small proportion of class and homework time on writing assignments.

Further, a review of 6,000 high-school transcripts from 1964 to 1980 conducted for the excellence commission revealed a proliferation of courses not primarily designed to strengthen students' language skills.

The 10 courses with the greatest growth were: physical education, music performance, remedial English, driver education, cooperative education, health and physical education, distributive education, general shop, training for marriage/adulthood, and vocational home economics.

The same study found that the percentage of students in the less academically rigorous "general" track rose from 12 percent in the late 1960's to 42.5 percent in the late 1970's.

These findings were reinforced by the National Assessment of Educational Progress, a federally supported research organization, in its 1981 report titled "Reading, Thinking, and Writing," a study of the verbal and analytical abilities of 106,000 schoolchildren ages 9, 13, and 17.

It found "an emphasis on shallow and superficial opinions at the expense of reasoned and disciplined thought," two key elements of the new standard of literacy being discussed today.

Even many of those students who are college-bound leave school lacking adequate mastery of the English language,

Continued on Following Page

Competency Levels for Education

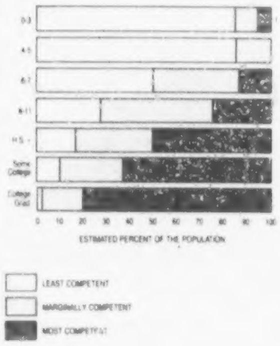


Figure 1:

This graph shows the correlation between literacy and education. For level of education, the percentage of least-competent individuals rises steadily from about 2 percent for college graduates to 85 percent for adults with less than four years of formal schooling.

Competency Levels for Family Income

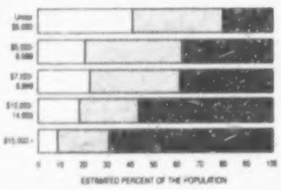


Figure 2:

This graph shows the correlation between literacy and family income. The percentage of least-competent individuals rises from about 8 percent of those with incomes of $15,000 or greater to 40 percent of those with a poverty income.

Competency Levels for Ethnic Groups

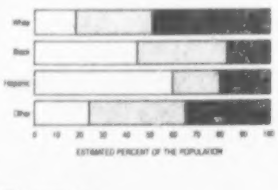


Figure 3:

This graph shows the correlation between literacy and ethnicity. It appears that there are substantial differences between whites and all minority groups. While less than 20 percent of the whites were estimated to be in the least-competent group, more than 40 percent of the blacks and Hispanics were in the least-competent group.

Source: *Final Report: The Adult Performance Level Study*, 1977, Adult Performance Level Project, The University of Texas at Austin

"We had the best of educations—in fact, we went to school every day—"

"*I've* been to a day-school too, said Alice; "you needn't be so proud as all that."

"With extras?" asked the Mock Turtle a little anxiously.

"Yes," said Alice, "we learned French and music."

"And washing?" said the Mock Turtle.

"Certainly not!" said Alice indignantly.

"Ah! Then yours wasn't a really good school," said the Mock Turtle in a tone of great relief. "Now at *ours* they had at the end of the bill, 'French, music, *and washing*—extra.' "

"You couldn't have wanted it much," said Alice; "living at the bottom of the sea."

"I couldn't afford to learn it," said the Mock Turtle with a sigh. "I only took the regular course."

"What was that?" enquired Alice.

"Reeling and Writhing, of course, to begin with," the Mock Turtle replied; "and then the different branches of Arithmetic—Ambition, Distraction, Uglification, and Derision."

"I've never heard of 'Uglification,' " Alice ventured to say. "What is it?"

The Gryphon lifted up both its paws in surprise. "Never heard of uglifying!" it exclaimed. "You know what to beautify is, I suppose?"

"Yes," said Alice, doubtfully: "it means—to—make—anything—prettier."

"Well then," the Gryphon went on, "if you don't know what to uglify is, you *are* a simpleton."

Alice did not feel encouraged to ask any more questions about it, so she turned to the Mock Turtle, and said, "What else had you to learn?"

"Well, there was Mystery," the Mock Turtle replied, counting off the subjects on his flappers,—"Mystery, ancient and modern, with Seaography: then Drawling—the Drawling-master was an old conger-eel, that used to come once a week: *he* taught us Drawling, Stretching, and Fainting in Coils."

"What was *that* like?" said Alice.

"Well, I can't show it you, myself," the Mock Turtle said: "I'm too stiff. And the Gryphon never learnt it."

"Hadn't time," said the Gryphon: "I went to the Classical master, though. He was an old crab, *he* was."

"I never went to him," the Mock Turtle said with a sigh: "he taught Laughing and Grief, they used to say."

"So he did, so he did," said the Gryphon, sighing in his turn, and both creatures hid their faces in their paws.

"And how many hours a day did you do lessons?" said Alice, in a hurry to change the subject.

"Ten hours the first day," said the Mock Turtle: "nine the next, and so on."

"What a curious plan!" exclaimed Alice.

"That's the reason they're called lessons," the Gryphon remarked: "because they lessen from day to day."

From *Alice's Adventures in Wonderland* by Lewis Carroll, published by Crown Publishers Inc.

THE PROBLEM

Continued from Preceding Page

campus-based studies indicate.

Eighty-four percent of 1,392 colleges and universities surveyed recently by three professors at the University of Texas at Austin said they have established remedial programs in reading, writing, and mathematics within the last several years.

"By and large, freshmen are not conscious of language," says Michael Holzman, an assistant professor of English at the University of Southern California (U.S.C.) who just completed four years as chairman of the university's 3,000-student freshman writing program. "They show very little stylistic creativity and they possess few higher-order rhetorical skills."

Employers have the same complaints.

A recent survey of 514 executives by the Conference Board, a non-profit business research organization, found that 65 percent reported a decline in reading ability among newly hired employees and 74 percent reported a decline in writing ability. About one in five reported that shortages of individuals with such skills affected their operations.

Gauging the Numbers

The precise number of American illiterates is difficult to determine, in part because illiteracy is measured in so many different ways.

The Education Department, using survey results from a federally funded study in 1975 by the University of Texas at Austin and 1980 census data, estimates that there are as many as 72 million Americans who are incapable of performing, or have difficulty with, basic tasks such as reading the label on an aspirin bottle, writing a check, or following the directions for cooking a TV dinner.

"It is surprising, perhaps even shocking," write the authors of the University of Texas study, "to suggest that approximately one of five Americans is incompetent or functions with difficulty and that about half of the adult population is merely functional and not at all proficient in necessary skills and knowledge."

According to Defense Department figures, 10 percent of those ages 18 to 23 read below a 6th-grade level. The National Assessment of Educational Progress also reports that 13 percent of 17-year-olds and 20 percent of adults in the United States are "functionally illiterate." And it estimates that 40 percent of minority youths are functionally illiterate.

In an attempt to obtain a clearer picture of the literacy skills of the nation's young adults, the national assessment will in 1985 begin regular measurements of a range of literacy skills of people ages 21 to 25.

The Education Department estimates that 2.3 million people over the age of 16 join the ranks of the illiterate each year. These include 1 million high-school dropouts, some 400,000 legal immigrants, an estimated 800,000 illegal immigrants, and approximately 100,000 refugees.

The department also estimates that about the same number of illiterates—2.3 million—are reached by government-sponsored or voluntary adult-literacy programs each year.

But that figure does not take into account the unknown number of graduates from high school who have only the barest ability to read and write.

Cultural Literacy

There are also indications that students' level of cultural literacy—their understanding of civilization's and their nation's political, geographic, social, and economic heritage—is also in decline.

So much so, says Diane Ravitch, author of *The Troubled Crusade*, a history of American education from 1945 to 1980, that "the very concept of a common culture is in peril today."

A national commission on the humanities created by the Rockefeller Foundation in 1978 identified improved instruction in the humanities in elementary and secondary schools as the highest priority of its 1980 report.

"Through the humanities," the commission wrote, "one acquires not only literacy but conceptual, critical, and aesthetic capacities as basic as literacy itself. One learns to value cultural tradition and change, active citizenship, and private contemplation."

Mr. Holzman of the University of Southern California also indicts students' training. "They would learn more about American history and values and their context in the world," he says, "if they read *The New York Times* once a week for a year before entering college than they would by going to high school at all."

Mr. Holzman said he and his fellow instructors in the U.S.C. freshman writing program cannot ask any questions that assume any common knowledge among their students "at all."

Substantial Costs

The individual and social costs of illiteracy are immeasurable but undoubtedly substantial.

The 1975 study by the University of Texas at Austin found that 40 percent of adults with incomes under $5,000 a year are functionally illiterate, compared with 8 percent of adults with incomes over $15,000.

According to figures from the Bureau of Justice Statistics, a random sample of 1,000 males between the ages of 21 and 29 who have seven or fewer years of schooling would show that 342 of them are in prison, compared to 11 from a group of the same

size that had completed high school.

The Education Department's office of vocational and adult education reports that the percentage of people with fewer than six years of education who are on public assistance is four times that of people with some high school.

The Department of Labor estimates that up to 75 percent of the 8 million unemployed in 1982 lacked basic reading and writing skills needed to enable employers to train them.

More than a decade ago, in 1972, the Senate Select Committee on Equal Educational Opportunity estimated that $237 billion was lost each year in unrealized earnings as a result of functional illiteracy.

Businessmen say it is difficult to gauge precisely the effect of poor language skills on productivity. But in some cases, they suggest, it is marked.

According to a 1983 study by the Center for Public Resources, the American Telephone and Telegraph Company spends $6 million a year to improve the reading and mathematics skills of some 14,000 employees.

The Scars of Disadvantage

The illiterates in the United States are disproportionately poor and more often than not are raised by parents who are uneducated themselves.

Studies show that often they have grown up in families that cannot afford to buy or do not read books, where learning often is not encouraged and spoken language is at a minimum.

A 1984 study done for the Library of Congress by the Book Industry Study Group Inc., for example, found that book readership rises progressively with income, from 42 percent of those earning less than $15,000 a year to 73 percent of those making $40,000 or more a year.

"To a large extent, they are students of parents who did not achieve in school," says Thomas G. Sticht, who has conducted literacy research, primarily for the military, for many years. "There is an intergenerational transmission of illiteracy."

The 1976 study by the University of Texas at Austin found 16 percent of the whites it surveyed to be functionally illiterate, compared with 44 percent of the blacks.

That there is a strong correlation between family background and literacy is well recognized by educators. Writes Mr. Goodlad in *A Place Called School:* "We now are very much aware, from many studies, that children come to school with varying degrees of readiness to learn. This readiness is significantly . . . influenced by the economic and educational level of parents."

In a study released several months ago, Harold W. Stevenson of the University of Michigan, working under the auspices of the National Institute of Mental Health, found that the achievement of American schoolchildren in reading is lower than that of schoolchildren in Japan and Taiwan from the first years of school.

A major reason, he concluded from his research: Japanese and Taiwanese parents take a much more active role in their children's education, by doing such things as helping them with homework or reading to them informally.

These findings are reinforced by the recent Book Industry Study Group, which found that children ages 8 to 15 who did a great deal of leisure reading were regularly read to by their parents.

The Schools' Dual Mandate

As the nation has struggled in the past few decades to extend the opportunities of disadvantaged Americans, educators have been asked to work with large numbers of students who have come to them with the educational handicaps now well profiled.

It has been a challenging task, teachers say, one made even more difficult in recent years by a surge in immigration that has added to the student population many young people who not only do not understand English but who are often virtually illiterate in their native languages.

"It's not surprising that the schools are having a hard time with such students," says Mr. Sticht. "It ought to be suggestive that the military has always tried to exclude them."

But the current calls for excellence in education, many within the field suggest, must meet the dual mandate of advancing the prospects of both the most able and the least able students, regardless of their family circumstances. To what degree, they ask, will the various reform proposals benefit the broad range of students who will be affected by them?

Other observers of the reform movement also point out that pervasive societal changes—now well documented—are diverting the attention of all students from school and specifically from developing their language skills.

These developments range from the distractive influence of television and after-school jobs to a decline in parental supervision and a general devaluation of the written word in an increasingly visually oriented culture.

The study by the Book Industry Study Group, for example, found that the percentage of readers between the ages of 16 and 21 dropped from 75 percent in 1978 to 63 percent in 1983.

As the movement under way to improve the schools evolves, the debate will continue over whether, or how well, schools can deal with all of the external influences on student achievement.

But most of those whose ideas contributed to this special report, though their perspectives varied widely, held this view in common: Schooling nonetheless retains a unique capacity both to empower individuals, regardless of their circumstances, and to advance the nation's democratic ideals. And societal pressures notwithstanding, most of the contributors agreed that the entire process begins and remains inextricably entwined with language.

"For better or worse," says Donald C. Mann, a vice president of the Prudential Insurance Company, "the school system is as linked to our destiny as Moby Dick was to Captain Ahab's." ☐

Percentage of Readers Among the American Public

	1978	1983
Book readers	55%	56%
Non-book readers	39	40
Nonreaders	6	4

Incidence of Reading Books in the Past Six Months (By Educational Level)

Educational level	All adults (percent)
High school or less	43.1%
Some college	68.0
College graduate or more	74.9
TOTAL	55.9

Most Important Reason for Reading

Reason	Book readers	Non-book readers
Pleasure/ recreation	39%	22%
General knowledge	27	49

63 percent of women are book readers; 47 percent of men.

57 percent of whites are book readers; 44 percent of blacks.

More than 60 percent of those under 50 are book readers; fewer than 46 percent of those over 50.
68 percent of those with some college education are book readers; 48 percent of those with no college education and 15 percent of those with only grade-school education.

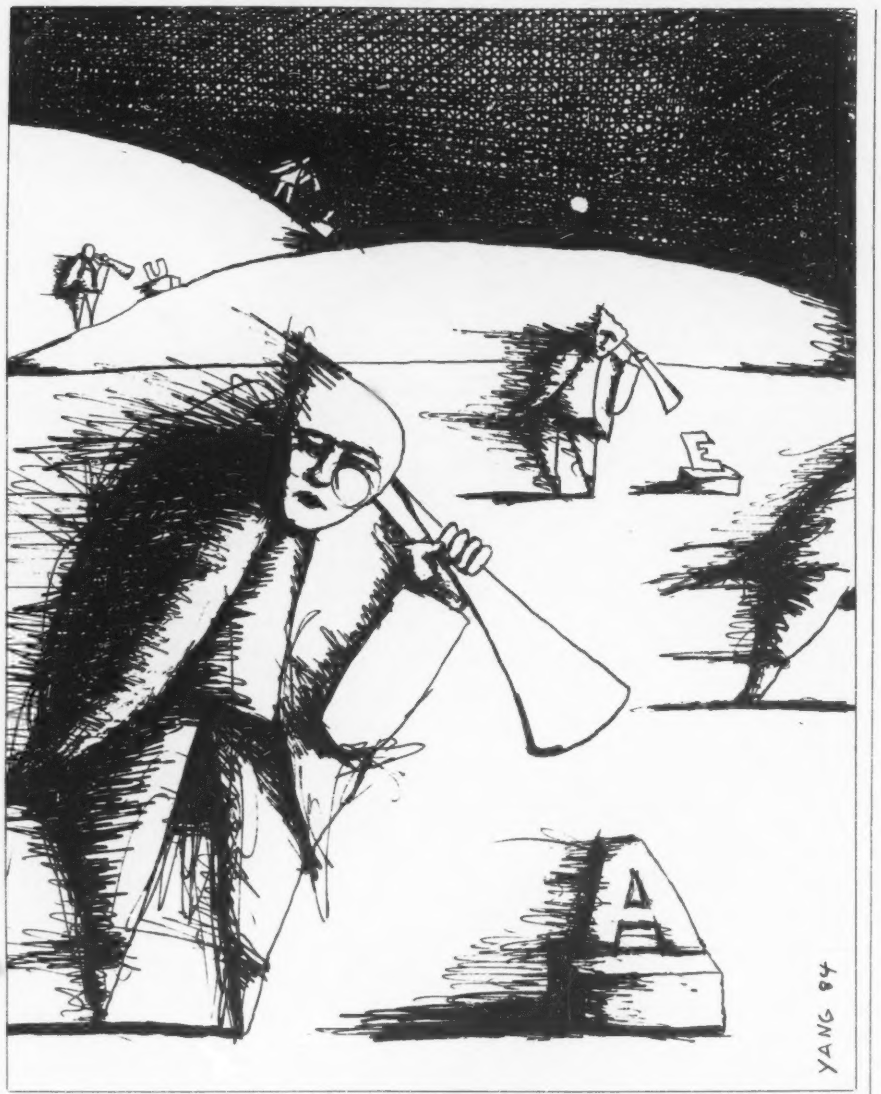
42 percent of those earning less than $15,000 a year are book readers;73 percent of those making more than $40,000.

There was a decline in book readers under the age of 21, from 75 percent in 1978 to 63 percent in 1983.

The percentage of book readers in the 16-to-21 age group declined from 75 percent in 1978 to 63 percent in 1983. This age group as a proportion of the total population has decreased by 2.2 percent so the loss of book readers is disproportionate.

In 1978, 19 percent of the 16- to 21-year-olds were non-book readers, and by 1983 the figure had increased to 29 percent.

Source: *The 1983 Consumer Research Study on Reading and Book Purchasing* by the Book Industry Study Group Inc.



to read as much or as little of a book as one needs for one's purpose, starting at the end, the middle, or the beginning. A reader at stage 5 knows what not to read as well as what to read. To reach this stage is to be able to use selectively the printed material in those areas of knowledge central to one's concern."

The Role of Phonics

The early, systematic teaching of phonics has proven very effective, according to Ms. Chall, who says that children achieve word recognition and comprehension faster with this approach. In addition, she states that "the more direct phonics instruction, in which the teaching of letters and letter-sound relations occurs, even in isolation, is the most effective." But she cautions that "phonics instruction must always be tied back into the reading of stories and other interesting literature. And this is where many schools fall down."

The Harvard researcher reviewed the studies on the effectiveness of decoding methods in both editions of her book. She found that, in the first three grades, children who had direct instruction in decoding were more successful at identifying words than those who did not. A re-evaluation of those studies and the ones that followed led her to the same conclusion in the early 1980's, when the second edition of the book was published.

Other researchers analyzing the same body of data have reached similar conclusions. "[A] repeating pattern of findings concerning both what is taught and how it is taught can be detected if we examine several decades of research," writes Ms. Resnick of the University of Pittsburgh in her paper "Theories and Prescriptions for Early Reading Instruction."

The pattern, she writes, suggests that "when skill in word recognition is the outcome being studied, code-oriented programs tend to show up better than language-oriented programs. This is especially true for low socio-economic groups and low achievers in general. However, when comprehension beyond the very simplest levels is the criterion, there is no clear advantage for either code- or language-oriented programs."

Approval, With Caveats

Many researchers now believe, in fact, that the use of phonics instruction has been overemphasized to the point that reading has become a trivialized process of learning subskills taught separate from and without regard to the content of the materials being read. This view is shared both by whole-language theorists and by supporters of traditional phonics.

"There ought to be some phonics," but it ought to be "a sensible approach," says Mr. Aaron of the University of Georgia.

"Reading is a very complex behavior, and there are many skills involved in being a fluent reader," contends Mr. Samuels of the University of Minnesota. "Phonics is one skill necessary in being a fluent reader. If all we did was teach phonics, we would be negligent in teaching many others."

"The phonics instruction that most chil-

Continued on Page L52

Reading Demands on the Job

(From a work-site survey of 107 people in 100 different occupations.)

Reading tasks encountered on the job	**Percent of total citations (339 tasks cited)**
Type of display used:	
Entire book	15%
Part of book: text	19
Part of book: chart, graph, etc.	12
1-3 page text	31
1-3 page chart	21
Other	2
Frequency of use:	
Less than once a month	10
Once a week to once a month	7
Two to four times a week	22
Daily	61
Importance to completing job task:	
Not important	23
Important, but not vital	56
Vital to job task completion	21
Type of general strategy employed:	
Read-to-learn	11
Read-to-do (no learning)	40
Read-to-do (incidental learning)	23
Read-to-assess	26

Readability of materials (measured by FORCAST, Caylor and Sticht, 1973)
  Mean grade equivalent for 106 pieces of material from 57 subjects = 10.9
  Standard deviation = 1.2 grade levels
  Range = level 8.4 to level 13.8

Reported time spent per day reading job material
  Mean for 107 subjects = 112.5 minutes
  Standard deviation = 119 minutes
  Range = 0 minutes (10 subjects*) to 480 minutes (3 subjects)
  Median = 61 minutes

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* Although 10 subjects reported no reading, 8 of them later in the interview cited reading materials they use "daily." Thus, only two subjects could be said to do no reading on the job.

Source: "The Nature of Reading at Work," by William A. Diehl and Larry Mikulecky in the *Journal of Reading*, December 1980, pp. 221-27.

Teachers who find ways to involve parents in helping their children learn at home may benefit themselves and their students, suggests a recent study of 3,698 1st-, 3rd-, and 5th-grade teachers and principals in 600 public schools in Maryland, conducted by researchers at the Center for the Social Organization of Schools at The Johns Hopkins University.

"School policies regarding parent involvement," writes Joyce L. Epstein of the center in *Learning Horizons*, "sometimes force a choice between parent involvement at school and parent involvement at home. Having parents *at school* helps teachers feel more comfortable about asking them to help their children with learning activities at home. These effects are modest, however, and many other factors influence how teachers involve parents. On the other hand, if teachers frequently involve parents in education activities with their children *at home*, consistent, important effects are noted on parents' ideas and knowledge about helping their children and on parents' evaluations of teachers' merits . . .

"If schools had to choose only one policy to stress, these results suggest that the most payoff for the most parents comes from teachers involving parents in helping their children learn at home."

TEACHING

'It All Starts In Elementary School'

By Linda Chion-Kenney

Starting students down the path to fluency in reading and writing is one of Pamela Walkup's principal responsibilities.

Yet despite the well-publicized charge that the nation is "at risk" because too many students never attain that fluency, critical attention has, for the most part, bypassed Ms. Walkup's elementary-level classroom, seeking rather to generate reform in the nation's high schools.

That does not surprise her, the Alexandria, Va., 1st-grade teacher says. "I think the secondary school's a lot more visible," she explains. "Students there take the Scholastic Aptitude Test, the scores are published, and it's a lot easier to ascertain problems. Also, the children are older and they can verbalize their problems themselves."

Nonetheless, she adds, "it all starts in elementary school and giving the child the proper background." That background, she says, includes a mastery of the "basic skills"; good work and study habits; a positive self-image; and a working relationship with adults and peers.

"Those are all things," she says, "that contribute greatly to the child's success through school."

'I Love To Teach'

The desire to "contribute" to a child's development appears to be a distinguishing characteristic of the approximately 1.2 million people, around 85 percent of them women, who instruct some 23.4 million students attending public elementary schools across the country. Fully 97 percent of elementary-level teachers polled by the Louis Harris firm for a new nationwide survey of teacher attitudes concurred with the statement "I love to teach."

"I don't see [teaching] as any spiritual need that I need to fulfill, but I do enjoy the children," the 39-year-old Ms. Walkup says. "I guess I like to think that I help them get on with their lives, but most important, I enjoy working with them."

Such expressions of commitment emerge in conversations with elementary-level teachers despite the fact that many believe, according to the Harris poll, that they are not "respected in today's society (52 percent of those polled); have to spend too much time on administrative tasks (75 percent of those polled); do not earn "a decent salary" (61 percent); and would not "advise a young person to pursue a career in teaching" (54 percent).

As a group, the poll indicates, they are experienced teachers—73 percent have been in the classroom for at least 10 years and their median age is 40.5 years. In conversations, individual teachers suggest that they are willing and eager to be involved in efforts to improve schooling but point out that the constraints on their effectiveness are many and poorly understood by those calling for school reform. Seventy-two percent of the elementary and secondary teachers surveyed in the Harris poll said their voices "had not been adequately heard" in the current debate about education.

'It's a Losing Battle'

At the elementary level, teachers say, instruction in the formal curriculum—language arts, arithmetic, social studies, and science—is only one aspect of how they spend their professional time. Life in the classroom, they say, is a hodgepodge of activities that is greatly affected by their students' preschool and home experiences.

In addition to teaching, the teachers say their job is to collect milk money, take lunch count, tie shoes, check for lice, provide positive role models, and take over where the family has fallen short.

"Whatever problem they have is my problem," says James Harris, a reading teacher for grades 4 through 6 at Wedowee Elementary School in a rural town 85 miles west of Atlanta. "If a pupil comes to school hungry, I just might take him down and get him a carton of milk. If he comes in with his foot hurting, I just get the alcohol and rub it on his foot. You can't teach a kid who's hungry. You can't teach a kid who's hurting."

Margaret Delia, who has taught for 15 years, first in New York City and now in 3rd-grade classes in Alexandria, says she enjoys giving children "success at an early age so they can continue to feel good about themselves and perhaps be more successful." She deplores, however, the lack of parental support and interest in helping a child improve skills at home.

"When you don't have parents supporting you," she said, "sometimes it's a losing battle."

Asks her colleague Bill Jacobson, a 6th-grade teacher: "What do you do when you call up a parent and say, 'Your kid's causing problems in school, he's not getting his work done, he's genuinely having trouble,' and the parent says, 'Look, I've got three other kids, one is in high school, I had to go down and get him from the jail or juvenile court or whatever, I don't have time to deal with this kid'?"

"Or," adds Barbara Tomlinson, a 1st-grade teacher in the same school district, "they just beat the kid up."

"The kid comes to school the next day very, very submissive and you know what happened," Mr. Jacobson says. "So the next time he doesn't do his homework, do you still call home? So I become a father. I try to deal with it the best I can."

In the Harris poll, which was conducted for the Metropolitan Life Insurance Company, 41 percent of elementary teachers surveyed ranked parental and community support for their school as fair or poor. "This contributes," a summary of the poll's findings states, "to teachers' feelings that they are isolated from the larger community in facing the problems in school."

Single-Parent Homes

Edith F. Etter, a 2nd-grade teacher in Thief River Falls, Minn., and a classroom instructor for 31 years, agrees with the findings of some studies in recent years that have pointed to a relationship between the increase in single-parent homes and the classroom performance of students.

In his book, *A Place Called School*, John I. Goodlad notes that almost 45 percent of children born today can expect to be living with only one parent before they reach age 18.

"The child has to endure greater responsibility at a younger age," Ms. Etter suggests, "and understand why father and mother cannot live together and where he has to fit in the picture."

"I also see that parents are under more stress, and perhaps that carries over into the children and the children become stress-filled," she adds. "The children have a lot more on their minds than is necessary for the average child. They're unable to concentrate on the basic lesson of the day."

It is also frustrating, Ms. Delia says, when a teacher asks a parent for support, and ends up "teaching a parent how to set up behavior modification at home. The child has no responsibilities at home. He doesn't even have to make his bed. Even manners we have to teach."

Growing Academic Gap

In addition to solving problems of discipline and manners, elementary teachers are typically faced with the problem of devising learning strategies for classes representing an increasingly broad range of abilities.

"One of the things that we have noticed is that the academic gap among a group of youngsters coming into public schools is increasing," says Samuel G. Sava, executive director of the National Association of Elementary School Principals. "We're guessing it's probably due in part to the fact that a number of the youngsters are attending quality day-care centers or early-childhood centers and some are not."

"There's always been a gap, a two-and-a-half-year gap," he adds. "But now it's increasing even more, to maybe three and a half years."

In 1st grade, Ms. Walkup of Alexandria says, "we get children who don't know their colors, who don't know left from right, who have never even held a book. And then we get children who come in and can read. That's a wide range."

'They Never Catch Up'

The initial disparity makes painfully obvious, the teachers say, the difference that parental involvement can make in a child's preparation for school. Some parents, they note, never read to their children or nurture their early desires to learn. "When these children enter school," Mr. Harris says, "they start off behind and never catch up."

Moreover, the teachers point out, many parents cannot afford to send their children to well-run day-care or preschool programs, where some children get a jump on learning.

"I don't truly believe this," Ms. Walkup says, "but there's a part of me that would love for the state to take these children at birth and give them all the same opportunities and preschool training. But there's another part of me that recognizes the need for the family to have that responsibility. . . . I just wish that before people became parents they took some sort of training to realize the types of things you have to do at home before a child enters school to help them get the basic concepts."

Ms. Delia of Alexandria further notes that among educators themselves there is a difference in philosophy about early-childhood education. "You have one philosophy where the children are only taught to socialize" in kindergarten, she says. "Then you have the other philosophy where children are taught regular skills: They learn colors, they learn to recognize the letters of the alphabet and beginning sounds. It really starts at the beginning."

The Need To Individualize

Whatever the reasons, the gap in ability exists, Mr. Sava says, and it requires greater individualization of instructional programs.

Adding to the need for individualization, Ms. Delia notes, is the influx of children from foreign countries who do not speak English. "When we went to college," she recalls, "there wasn't any idea that eventually we'd be swamped with children from Afghanistan, children from Cambodia, and children from Vietnam."

Teachers say that they recognize the need to tailor instruction to the needs of each student but that they are hampered in their attempt to do that because they have too many students and too little time. In the Metropolitan Life survey, 46 percent of the elementary and secondary teachers rated overcrowded classes as a very or somewhat serious problem.

According to Mr. Sava, the ideal classroom for primary grades would involve one teacher for every 15 students. In the upper elementary grades, the ideal ratio would be 1 to 20.

In its 1980-81, and most recent, report on the "Status of the American Public School Teacher," the National Education Association reported an average of 25 students in nondepartmentalized elementary-school classrooms.

"You have to prioritize where it's needed most," says Ms. Walkup. "There aren't enough hours in the day to individualize every subject, but it should be that way. We definitely put a strong emphasis on [individualization] in reading, math, spelling, English, and writing."

Making the school day longer, however, is not necessarily the answer, teachers say, noting that fewer interruptions and less paperwork would allow them to use their time more effectively.

In his study of elementary schools, Mr. Goodlad found that only about 73 percent of the classroom time was spent on instruction. Of that time, only about 54 percent was dedicated to reading, language arts, and mathematics.

Besides taking attendance, taking lunch count, collecting milk money, disciplining students, and conducting skills' tests for administrative purposes, some teachers say their day is further interrupted by inherent scheduling problems.

"The scheduling in elementary school is terrible," says Mr. Jacobson of Alexandria. "In 7th grade, if a kid plays the guitar, the fiddle, or the bass, he has a 45-minute period in his schedule to do that. In elementary school, the kid gets up in the middle of reading class and comes back in the middle of math class."

"It's not that these children don't deserve these services," says Harriet Beckman, who teaches academically gifted and talented students in grades 4 through 6 in the same district. "It's just that it breaks up the day so that the classroom teacher, who is ultimately responsible for the learning, just has a sense of frustration."

Departmentalized Programs

In the name of individualization, some elementary schools have adopted departmentalized programs, in which each instructor teaches a specific subject. Even in schools where classrooms are nondepartmentalized, some aspect of team teaching or cooperative teaching often takes place.

In Alexandria, Ms. Delia instructs a class of 23 students in all subjects. But Mr. Jacobson's day was broken into "half-hour blocks of time" after he was asked, in the middle of the year, to teach social studies to a 5th-grade class of gifted students in addition to his regular duties as a 6th-grade teacher. The instructor for the gifted-and-talented program, he explains, could not handle all the students assigned to her.

"The scheduling just became horrendous," he says. "Kids were coming in and out. The nice thing about [Ms. Delia's class] is that she can juggle her lessons around. She can have social studies all afternoon so she can get through her point. I couldn't coordinate English skills with reading skills and they're pretty compatible."

Ms. Delia says she likes to teach all subjects to one class because of the flexibility that gives her, and also because it gives younger students "a sense of security and belonging."

Mr. Harris of Georgia, however, who teaches reading to about 175 students a day in grades 4 through 6, believes that a departmentalized system allows teachers to develop an expertise and spend more time developing lessons plans in a particular subject.

'Not Prepared at All'

As unlike as their systems of teaching might be, most teachers in public elementary schools share in common their training in colleges of education. And they are critical of it.

The teachers interviewed agree that they were "not prepared at all" for the classroom experience. The Harris poll found that less than half of the elementary teachers surveyed believe that "the training and preparation teachers receive today does a good job preparing them for the classroom."

"My wife was a registered nurse," Mr. Jacobson says. "From her very first year she was in the hospital working with patients. Clinical teaching is what it was, and we don't get that. I was fortunate because I had a double degree and I taught for two quarters as a student. But that came nowhere close to what I needed. I was lost for a year. How I got by, or how they let me get by, I don't know."

The traditional senior-year "practicum," teachers say, offers too little experience and comes too late in the training. Some say classroom experience should begin in the freshman year and continue until a student graduates. They further maintain that the experience should be spread out among different kinds of schools—urban, rural, and suburban—and among different

Continued on Page L57

Projected Enrollments in Elementary and Secondary Day Schools

(in thousands)*

Year (fall)	Total public and private Elementary	 Secondary
1984	27,113	16,926
1985	27,338	16,828
1986	27,936	16,620
1987	28,660	16,344
1988	29,389	15,969
1989	30,205	15,700
1990	31,022	15,645

* Estimated figures.

Source: *Projections of Education Statistics to 1990-91, Volume 1: Analytical Report*, National Center for Education Statistics.

Estimated Supply and Demand for New Teachers in Elementary and Secondary Schools

(in thousands)

Year (fall)	Estimated supply	Estimated demand
1984	153	142
1985	149	175
1986	169	187
1987	187	192
1988	203	189
1989	220	198
1990	238	217

Source: *Projections of Education Statistics to 1990-91, Volume 1: Analytical Report*, National Center for Education Statistics.

TEACHING

Grade-School Training Unchanged in 50 Years

'We Missed the Cycle of Improvement'

The demand for elementary-level teachers will swell dramatically over the next five years, as schools respond to the enrollment increases that will follow what demographers are calling the "baby boomlet" of the 1980's.

David C. Smith, dean of the College of Education at the University of Florida at Gainesville and president of the American Association of Colleges for Teacher Education, discusses with Assistant Editor Anne Bridgman the nature of professional preparation for teaching in the elementary grades. Mr. Smith is also a member of the National Association of Elementary School Principals and chairs Florida's Education Standards Commission.

Q The apparent decline in the quality of education in recent years is now being blamed to some extent on the failure to teach children literacy skills in the early grades. How do you react to that?

A In terms of the concerns that are being expressed about the quality of teaching, it would be helpful if people would review the performance of American children in the [elementary] classroom as they did with the [Scholastic Aptitude Test], which was the cause for a lot of concern about secondary education. During the period of time in which there was a decline in average S.A.T. scores throughout the United States, there were not parallel declines in reading scores or in mathematics scores at the elementary-school level.

As you look at elementary teachers and the training of elementary teachers, one of the interesting things is that the fundamental pattern of preparing teachers in the last 50 years in this country has changed virtually not at all, in terms of the amount of time that's involved, the proportion of time, and so on.

Before that time, there were major breakthroughs or improvements in teacher training at about 30-year intervals.

My analysis for what's happened is that the next [breakthrough or cycle of improvement] would have occurred in the late 50's or early 60's. But at that point, we were experiencing the post-War baby boom. We had the greatest shortage of teachers this country's ever seen, and nobody was interested in changing programs or dealing with quality. . . .

So we missed that cycle. As a result, we're looking at people with bachelor's degrees and saying, 'Do these people really represent educated people in the minds of society?' They certainly don't when compared with 1920 and the number of people who had [advanced] degrees.

There's a direct relationship between how professional teaching is perceived and the nature of the preparation for that field. In other professions, . . . increases in salaries and self esteem, in every case, were preceded—never followed—by increases in training. That says to me that if there is a way to increase the training to provide the public with a more effective and sophisticated teacher, we need very much to do it.

Q A recent nationwide survey of teacher attitudes suggests that a majority of elementary-level teachers feel their training did not adequately prepare them for the classroom. Do you think their view is justified?

A I think that if you were to do a parallel poll for engineers or lawyers, you'd find a similar response. People, particularly when they've finished a professional program, look back and value most highly those experiences that were most directly related to what they're doing, i.e. the student teaching in the case of education.

When you look at that, the amount of professional education in teacher-preparation programs has declined in the last 20 years. Twenty years ago, there was more such education in an elementary-teacher-preparation program than you'll find today. Not a lot, but back at that period of time, you would find approximately 50 percent, now you'll find 44 percent.

Q Why is that?

A It's because of irresistible pressures to include greater subject-field study at the expense of professional study. Teachers cannot teach what they do not know, but knowledge of subject matter alone is not sufficient to make a person competent in the classroom. We probably know more from a research point of view about the teaching of reading and the teaching of mathematics than we do anything else.

Q Is that research knowledge being incorporated into education-school courses?

A It is insufficiently incorporated into the courses, but I think that in the better programs you find a greater research emphasis. Now, by research, I'm not talking about the broad field of educational research. I'm talking most specifically about that research that directly ties teacher behavior to students' performance—what we call 'process/product research.' That's the kind of research that I think needs to be much more heavily included in our preparation programs than is presently true. However, I do not want to have additional pedagogy in a program at the expense of subject-matter knowledge.

We are in the process at the University of Florida, this fall of instituting a five-year program for the first time. For elementary teachers, it includes additional study in the liberal arts and sciences as background knowledge . . . and it will include an expanded component where teachers will go into classrooms earlier. It will also definitely be much more research-based in terms of content and professional studies than has been true in the past.

Information I've seen recently indicates that approximately 19 percent of the colleges of education in the United States are considering putting a five-year program in the curriculum.

Q What courses are elementary-level teacher candidates required to take?

A Typically, prospective teachers spend 44 percent of their work in the school of education; that will include approximately 9 percent of time in field work, approximately 24 percent in curriculum and methods, and approximately 11 percent of study in introductory courses in education and education-related work—testing and measurements or education psychology, for example.

Normally, the curriculum and methods portion will include such courses as the teaching of science, the teaching of mathematics, the teaching of social studies, the teaching of reading and language arts, and that's probably it.

When you're talking about language arts, you're normally talking about reading, writing, spelling, and speaking. There may be, and this will depend on the university, there may be a course in teaching the language arts, and then another course on the teaching of reading as distinct from the language arts.

Q Do you think that the average elementary-school teacher is adequately prepared to teach the basic literacy skills—particularly reading?

A Yes, I think clearly they're equipped to deal with the basic literacy skills. [They take] two courses that deal with effective teaching of reading skills to primary- and intermediate-grade children. [The courses] are designed to teach people how to organize for instruction in reading, how to plan reading instruction. They are designed to teach the fundamental reading skills that somebody learning to read has to get, i.e., there would be what we call in reading some structural-analysis skills, there would be phonetic-analysis skills, teaching sound, teaching some of the rules

Continued on Page L70

Elementary Teachers' Reports of Allocated Hours of Instruction Per Week, Averaged By Subject

Early Elementary

Subject	Average Hours
English/language arts	8.46
Mathematics	4.65
Social studies	2.09
Science	1.65
Art	1.50
Music	1.08
Drama	0.10
Dance	0.29
P.E.	1.49

Upper Elementary

Subject	Average Hours
English/language arts	7.41
Mathematics	5.12
Social studies	3.83
Science	2.93
Art	1.29
Music	1.35
Drama	0.07
Dance	0.17
P.E.	2.26

Source: *A Place Called School: Prospects for the Future* by John I. Goodlad, 1984, the Institute for the Development of Educational Activities Inc. Published by McGraw-Hill Book Company.

VIEWPOINTS

CULTURAL LITERACY

'It Does Matter What You Teach'

'But the Question Is, What Do We Teach?'

Education Week: The current school-reform movement seems to encompass widespread concern over the quality of schooling. What does the society have a right to expect from its schools? What is it our schools should be doing?

Mr. Bennett: What we should not be doing is giving a diploma for sitting or for spending time. That suggests the analogy that school is a prison. If you are getting a diploma for just spending time, then you are really doing time and you're not doing anything else.

I think the end of education should be knowledge and skills. And you don't have skills without knowledge.

One of the things that should be very seriously looked at is the rather formalistic definition of education that we have in many state boards of education. That is, that education is the acquisition of skills. We even have definitions of humanities that talk about the humanities as the acquisition of skills. And all sorts of other things are thereby left out.

What should students know? E. D. Hirsch Jr. of the University of Virginia says that when students graduate from high school, they should know about Grant and Lee, DNA, and the First Amendment. They should have some rough idea of what those things mean, a cloudy but accurate sense of the realities that those words describe.

To go toward greater literacy, we need to think more and not avoid the hard question that it has something to do with what is taught. The evidence is pretty clear in the research, the notion that the subject matter doesn't matter as long as students get the skills is not true. It does matter what you teach.

And that creates a real problem for us because we do not have, as we once had, a consensus about what that content should be.

We've had all these reports on educational excellence recommending more course requirements. Now, the people who are the active and thoughtful people in education are saying, 'All right, we may adopt this four years of English, three years of social studies and so on, but the question is, what do we teach in those years?'

If we have four years of English but all the reading is glamorized comic books, that's not going to do it. It's a hard question, given the fact that we are a pluralistic society, and given the particular premium that we seem to be putting on pluralism lately. But it is the critical question.

Mr. Pattison: There is a kind of danger involved in thinking of the body of the population there to be educated as being passive and a lump. The population, after all, has its own theories of what literacy and language are and what it needs to know and why it needs to know it. What you see repeatedly if you teach freshman English is that students don't want to write.

They don't think it's important to know how to write. They don't want to read anything except texts that get them from point A to point B. They want to be taught to read and write so they can make a living, and they see that as the be-all and end-all of literacy.

Mr. Bennett: I would not take,that as a conclusion. It is just a condition that students at all levels will resist literacy of all forms. But that doesn't mean we throw in the towel and say, 'Well, that's it. They are interested in TV, I guess I had better toss old Shakespeare away.' You have to push as hard against the age that pushes against you, and there are resistances that have to be overcome. The question again is, can we justify our pushing them ultimately in terms of their own good? I think we can.

Mr. Pattison: The population sees a very great need—certainly the students I know see a very clear need—to know how to read and write on the functional level that everyone says that they should. They can see a practical value in that. When you start talking about giving them a cultural literacy beyond that, I think it is very difficult to explain to them why they have to have it.

Mr. Bennett: There is nothing new about this. This is Huck Finn-ism. 'Widow Douglas took out the book and began to read to me about Moses in the bullrushes. I was in a sweat to find out about what happened to Moses until it turns out he has been dead a considerable long time, so I stopped listening, because I don't take no stock in nothing no dead people say.'

Well, there are all sorts of students running around with the same kind of Huck Finn-ism. That has to be resisted, countered, deployed against with all the strategies and skills that are at the disposal of the good teacher.

Mr. Pattison: Are you really saying that if you had Huck Finn in your classroom you would want to beat that out of him?

Mr. Bennett: You bet I would. Take no interest in dead people? I would say, you are selling yourself very short and you are limiting your education prematurely.

Very few students can identify who Jonathan and David were, but they can identify who Starsky and Hutch are. Now, should I take some nice little relativistic definition of literacy and say, well, they are literate. They are just not literate about Jonathan and David. They are literate about Starsky and Hutch. And then the question is whether there is anything more that they should know or might know by knowing about Jonathan and David that they don't know by knowing only about Starsky and Hutch.

I can give a definition of literacy by which count almost all Americans are literate: the ability to identify the main characters on 'Dallas.'

Ms. Altman: I would fail.

Mr. Bennett: But your students wouldn't.

Ms. Chall: Would you give it orally or in writing?

Mr. Bennett: I would probably give it orally.

Ms. Ravitch: I have a problem with what Mr. Pattison is saying, not because it isn't true, but because I detect a note of passivity in saying that if people want this, that is what people are going to get. Historically, the schools have always tried to raise the level of literacy of the people, because, presumably, teachers knew more than students. The idea of teaching was to educate, to uplift, to raise the level of intelligence.

In the history of the world, most people have always been illiterate and backward, and we are struggling on this planet to spread the realm of literacy, not to give in to the forces of ignorance and barbarism that threaten us.

Mr. Pattison: I am not beginning to claim that we should. I am saying that schools get two very different mandates, which eventually must come into collision. One is to prepare the people so they can be functional in society and the jobs that they are going to seek, and the other is to uplift them in their spirit so that they will read newspapers and say, 'I think the government is corrupt, or this man is wrong.' These are two very different things. And to achieve the one, I think you have to come into conflict with the other.

Mr. Bennett: It is a sentimental notion of education that all criticism somehow is going to turn on and attack and undermine notions of personal ambition or success or achievement. It doesn't necessarily go that way. It isn't that way in the humanities. Not all of the humanities are subversive of the ideals of living in a corporate community.

Ms. Ravitch: Even if they were, we could live with it. I was recently visiting with my sister and I was interviewing her kids about what they were doing in the local public school. The 9th grader went through his courses, and I said, 'What are you doing in English?'

He said, 'We are going to be seeing a movie of *Captains Courageous*.' And I said, 'Oh, and then you read the novel?' 'No,' he

Forty Occupations With Largest Job Growth 1982-95

Occupation	Change in total employment (in thousands)	Percent change
Building custodians	779	27.5%
Cashiers	744	47.4
Secretaries	719	29.5
General office clerks	696	29.6
Salesclerks	685	23.5
Registered nurses	642	48.9
Waiters and waitresses	562	33.8
Teachers, kindergarten and elementary	511	37.4
Truck drivers	425	26.5
Nursing aides and orderlies	423	34.8
Technical sales representatives	386	29.3
Accountants and auditors	344	40.2
Automotive mechanics	324	38.3
Supervisors of blue-collar workers	319	26.6
Kitchen helpers	305	35.9
Guards and doorkeepers	300	47.3
Food preparation and service workers, fast food restaurants	297	36.7
Store managers	292	30.1
Carpenters	247	28.6
Electrical and electronic technicians	222	60.7
Licensed practical nurses	220	37.1
Computer systems analysts	217	85.3
Electrical engineers	209	65.3
Computer programmers	205	76.9
Maintenance repairers, general utility	193	27.8
Helpers, trades	190	31.2
Receptionists	189	48.8
Electricians	173	31.8
Physicians	163	34.0
Clerical supervisors	162	34.6
Computer operators	160	75.8
Nontechnical sales representatives	160	27.4
Lawyers	159	34.3
Stock clerks, stockroom and warehouse	156	18.8
Typists	155	15.7
Delivery and route workers	153	19.2
Bookkeepers, hand	152	15.9
Cooks, restaurants	149	42.3
Bank tellers	142	30.0
Short order cooks, specialty and fast food	141	32.2

Note: Includes only detailed occupations with 1982 employment of 25,000 or more.
Source: U. S. Bureau of Labor Statistics

VIEWPOINTS

TRACKING

'You Get a Different Curriculum. You'll Like It. It Isn't Challenging.'

Education Week: What is the relationship of tracking to literacy? Is it largely a positive or negative influence?

Mr. Simmons: Oddly enough, I believe in tracking, but I think it's overused and it's implemented too early.

The Japanese system at least gives children during the first six years an opportunity to reach whatever level of potential they can reach. Of course, children whose parents have means have access to special coaching schools that allow their children to do better on the tests they take to get into junior high schools. But still, the ethos of the system seems to be that every child has an ability to achieve, and they want to give them the opportunity to reach that. ,

There have been some excellent observational studies over the past 15 years which document that teachers in this country make judgments about students' ability levels, even in kindergarten, based on information about the performance of older siblings, social class, background, etc.

Throwing children to the wolves in the 1st grade and drawing foregone conclusions about what their potential is, by putting them in blue-bird and red-bird groups in the 1st grade, does them a disservice.

We know from the research that there are social and intellectual consequences of being in particular kinds of tracks. Children start treating each other differently and develop conceptions about their own ability or lack thereof that may not be justified based on where they are in 2nd grade or when they're 8 years old.

Ms. Chall: And the children in the first three grades are indeed tracked. Most are grouped, starting with the 1st grade.

Mr. Simmons: What happens in tracking in elementary school is that very early on, different goals are defined, so that one's potential is not limited by one's ability, but by the track one is on.

Ms. Chall: There's a good research study on this topic by Rebecca Barr and her husband, who's a sociologist. I think it's called 'How We Teach.' And it's a very detailed observation of the 1st grade. They concluded that grouping helped children.

Mr. Simmons: The other side is the Ray Rist study showing that grouping hurt. Initially, the children in the classroom treated each other as equals, but then they began to become aware of the groups they were in; they started treating each other differently and viewing themselves differently.

Ms. Chall: So who can you believe? There are two studies. We need more.

Mr. Simmons: Another interesting outcome of the Rist study, which deals with motivation, had to do with the development of secondary learning strategies in the low-ability group. These kids gave evidence of still trying to learn, but they stopped asking the teacher and the brighter students for help. They started relying on each other—in a sense, the blind leading the blind and compounding the problem. And if tracking leads to that, then we are sacrificing something.

Ms. Chall: It's a problem of teaching, too. The teacher has to teach three lessons; that takes a lot of time and organization.

Mr. Simmons: I don't want to put blame on teachers. Teachers are faced with classrooms that can't be managed, given the minimum amount of resources that they have, the numbers of books available, the numbers of students that they have to reach. They are drawn to teaching the teachable and to monitoring and controlling the behavior of the unteachable.

The research tends to document that teachers begin to identify who's teachable, who has the skills and can acquire knowledge—given what the teacher has to give at that particular time—and who doesn't. Teachers then make decisions and group kids within classrooms, even when tracking has been officially denied as a policy of the educational system.

Ms. Ravitch: Lack of resources is not the reason we track. We've been tracking for most of the 20th century. And increased resources have not decreased tracking. In fact, in many of the schools where there's presumably no tracking but a tremendous number of electives, the kids track themselves very neatly. They do it the same way that the guidance counselor would have done it for them.

Ms. Altman: My experience, being a consultant and a principal, where I inherited a school that had tracking, is that if you track whole classes of students, you compound the disability. You do not remediate the disability, because the cross-pollinization that occurs with diversity is not there, and students never see beyond; they never see their potential.

The grouping within a class, for segments of instruction, has worked.

Ms. Christensen: In my teaching career, I've been through about three swings of the pendulum on tracking, pro and con. I've concluded that the key is watchfulness of the teachers involved. There should be a willingness to move students at any time from one group to another. We moved one remedial student into the gifted program, which worked out beautifully. His reading was remedial because there was no challenge in his regular class.

Ms. Ravitch: Maybe I'm wrong, but I think there's a distinction between ability grouping and tracking, although there probably are extremes at which ability grouping becomes tracking.

For example, a friend of mine teaches in a very poor neighborhood. She has kids who don't know the difference between 'big' and 'little,' don't know any colors, and are not even sure what their own name is. How can you deal with such children without ability grouping?

The difference at the high-school level is that the kids who are tracked get a totally different curriculum so that they don't even have any doors open to them.

[The data indicate] that 35 percent of the high-school students are in an academic track, 25 percent in a vocational track, and 40 percent in a general track, which is neither vocational nor academic.

Most of the students on the nonacademic track in high school may have no science. Or the science they have may be radio repair. It's just consumer science or consumer math, and they will have no opportunity then to go into any kind of an engineering or technical program or a college program because their high-school curriculum has been so impoverished that their educational opportunities are very restricted.

Tracking is a terrible, nefarious, invidious practice, because kids get labeled as unteachable very early on. They know it as well as everybody else does. Their aspiration level drops, and the teacher's aspirations are very low.

It's very impressive when you go into a school where they say, 'We think all our kids are college-bound.' They may not all be college-bound, but they are treated as if they are. And that has an extraordinary lift on everybody's psyche in the school.

Mr. Bennett: There is some teacher turnoff to students at all levels because they just assume that students of one race or another can't learn. That's terrible. That's educational triage. That's saying you're out, and they're in.

When I recommend a curriculum that exposes all students to certain areas of knowledge, I'm recommending it for all students. It's aimed particularly at those low S.E.S. [socioeconomic status] students. Otherwise, we say, 'Well, you are somehow disadvantaged, therefore you are getting a different curriculum. You will like this one better. It won't be too challenging.

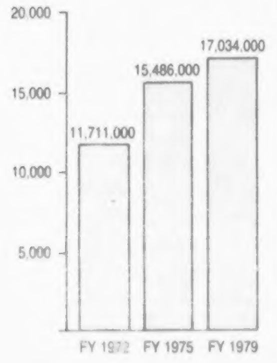
That has sometimes been done benevolently, but it is still a form of exclusion. It is saying, 'You are not in the club. You're going to learn something else. You're interested in Michael Jackson? Fine. Why don't you do a little paper on Michael Jackson. The rest of us are going to talk about the First Amendment.'

That is not charity. That is miseducation.

Ms. Altman: And it's not equity.

Ms. Ravitch: That's tracking. ☐

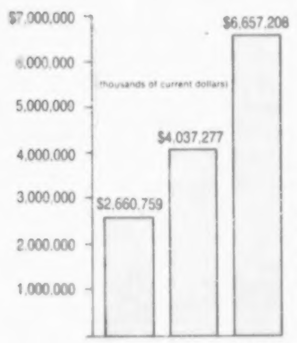
Total U. S. Enrollment in Federally Aided Vocational Education Programs



Total includes secondary, post-secondary, and adult programs.

Source: Bureau of Adult and Vocational Education and N.C.E.S.

Total Expenditures for Vocational Education



Source: U. S.Department of Health, Education, and Welfare, Division of Vocational and Technical Education, *Status of Vocational Education in 1978*, 1979 and unpublished tabulations; U. S. Education Department, N.C.E.S., Vocational Education Data Systems.

COMPUTERS

The 'Enormous' Potential Remains Unrealized

The number of microcomputers in the nation's schools continues to grow at a rapid rate, reaching 325,000 in 55,765 schools last year, according to Market Data Retrieval, a private marketing-research firm. The numbers suggest that educators remain enthusiastic about the new technology, despite the fact that many computer experts think its educational potential is not being realized and may never be. One such expert, P. Kenneth Komoski, argues that computers can be helpful in teaching across the curriculum, but only if educators make "a commitment to exploit the hardware and do the hard work of getting decent software that exploits the hardware." Mr. Komoski says that "the most important current, and potentially continuing, obstacle is quality software." And he warns that "with continuing inane software, the kids will get turned off."

Mr. Komoski is executive director of Educational Products Information Exchange, a nonprofit organization based in New York that evaluates computer software as a service to school systems. He discusses literacy and computers with Staff Writer Linda Chion-Kenney.

Q What is the computer's potential for enhancing literacy, in the narrow sense of improving students' reading and writing skills, and in the broader sense of improving their cultural literacy?

A I think it's enormous both in the narrow sense and the broader sense, particularly when the computer is effectively linked to videodisc storage of all kinds of images, as it will be certainly within the decade.

I have a 7-year-old. Before she went into 1st grade this year, she was already reading at about a 5th-grade level. And I never tried to teach her to read. But we read to her, read to her, and read to her. I have been in schools where kids don't come from that background and where, with the effective use of computers . . . there have been large steps taken making up for that deprivation. If there were computers in the homes of the culturally disadvantaged, with a good home/school connection, you could accomplish a great deal.

> 'The first thing that schools should do in setting up policy is to ask: What are we looking to do with software? Can we identify things that we don't do too well right now that maybe software can do better?'

A young mother from Houston [told us] that she had a loaner computer from the school district and had gone through 12 hours of training with her kids after school and they were using the computer at home. Consequently, two things were happening in the family: They were looking at less television and she was also picking up a lot of reading and arithmetic skills that she never had mastered in school. That isn't going to happen automatically. That's going to happen because a school district sees itself as being in the community-education business.

So much cultural stuff could be gotten into the homes. There are some pretty poor videodiscs around, but one that really makes up for the ones that are rather poor is the incredible videodisc that Leonard Nimoy has done on Van Gogh.

You see every painting he ever produced and where he lived. You really understand an awful lot about Van Gogh and his relationship to his brother and the world that he lived in. It's all there for you to access. And it isn't just sitting passively looking at the thing. You can search around and say, I want to know more about that particular painting and there's a lot of backup information on that particular painting.

Q How can computers make significant contributions to the schools' role in teaching youngsters how to read and write?

A If schools see the potential of relating work on computers to work in books, then I think there is a great possibility that computers will in fact stimulate more reading, the way television can if it's appropriately used.

In Ontario there's a very large and successful program of developing reading skills around the kid's acknowledged enthusiasm for watching television.

We're only now beginning to see some systematic approaches to the teaching of reading, like the Writing to Read program that the International Business Machines

Continued on Page L47

Schools With Microcomputers

	Fall 1981	Fall 1982	Fall 1983
All public schools	84,225	82,422	81,506
Number using microcomputers	15,328	24,696	55,765
Percent using microcomputers	18.2%	30.0%	68.4%
Elementary schools	53,268	51,940	51,277
Number using microcomputers	5,884	10,467	31,991
Percent using microcomputers	11.1%	20.2%	62.4%
Junior high schools	10,106	9,926	9,846
Number using microcomputers	2,585	3,950	7,922
Percent using microcomputers	25.6%	39.8%	80.5%
Senior high schools	15,589	15,297	15,211
Number using microcomputers	6,051	8,842	13,094
Percent using microcomputers	42.7%	57.8%	86.1%

Number of Computers by Public-School Type, Fall 1983

School type	Number of buildings	Number of computers*	Number of computers per building
Elementary	31,991	114,548	3.6
Jr. high school	7,922	57,734	7.3
Sr. high school	13,094	138,576	10.6
K-12/special	2,758	13,528	4.9
Total	**55,765**	**324,386**	**5.8**

* Projected

Forecasted Microcomputer Distribution by Brand, Fall 1983

Brand	Number of buildings	Number of computers	Market penetration by building*	Market penetration by number of computers
Apple	37,420	160,500	67.1%	49.4%
Radio Shack	13,270	68,200	23.8	21.0
Commodore	8,750	49,500	15.7	15.2
Atari	2,230	9,400	4.0	2.9
Texas Instruments	1,900	6,500	3.4	2.0
I.B.M.	1,170	8,800	2.1	2.7
Other/Unknown brand	4,800	22,100	8.6	6.8

* Total more than 100% because many buildings contain more than one brand

Source: *Microcomputers in Schools 1983-84, A Comprehensive Survey and Analysis*, Market Data Retrieval

COMPUTERS

Today, universal literacy is demanded because the illiterate is unemployable, and indeed, has difficulty surviving. Someday, computer literacy will be a condition for employment, possibly for survival, because the computer illiterate will be cut off from most sources of information. The human brain unaided by computers will appear feebleminded. . . .

Once computers are available in the classroom, we will be forced to rethink what we teach and how to teach it. First, the right way to solve a problem may be different in the computer age. Second, certain traditional topics have become useless. Third, the computer is a powerful tool for solving problems, available both to the instructor and the student. Fourth, programming a computer is an important learning experience for the programmer. Points one and two affect *what* we teach to students, while three and four should drastically change *how* we teach.

From "The Case for Computer Literacy," by John G. Kemeny, in *Daedalus*, Spring 1983.

Continued from Page L45

Corporation has field tested. I have been rather unimpressed with the other computer-based reading programs that are out right now. Some of them are not only poor but they misrepresent what they're doing. We need to develop good interrelated materials involving print and computer programs and materials that are created by the youngsters themselves.

In writing, I think it really depends on the school's willingness and creativity in incorporating word processing into the school curriculum. Now, you've got one computer at a desk for 100 kids or more. That's not going to improve writing skills tremendously. But as children get ready access, and the schools say word processing is something they're going to do, then the impact is just waiting to be made. If schools then put a concerted effort into writing programs and encourage kids to write and have enough printers around to let them see their output, that will just further accelerate the capability of the computer to improve writing skills.

Q **Can computers assist in the teaching of critical-thinking skills?**

A Critical-thinking skills have never been included in the average school curriculum. It just happens that somehow, because the computer is thought of as a kind of thinking machine and because of the inherent logic of programming, an awful lot more attention is being devoted to the idea that this very logical machine can be used to teach logic and other critical-thinking skills. I think the computer is a vehicle, a medium, and it's calling attention to the lack, the vacuum, that's existed in the school curriculum regarding critical-thinking skills. But I think computers could be an effective help in teaching those skills.

Q **What about content areas such as history, foreign languages, culture, and geography?**

A Take them one by one.

The teaching of foreign languages can be enormously facilitated by computers, provided you have a program that fully exploits the capability of the computer. The majority of foreign-language-programming right now for microcomputers does not use audio. And that's a joke. It's a travesty on the teaching of foreign language.

History requires a great deal of reading and one doesn't expect to see kids, or anybody, spending the kind of time one spends reading history reading it off a screen. But there are things that can be done in the teaching of history that are again, like critical-thinking skills, poorly done in general.

Research skills are not taught in history. History is taught mostly out of textbooks that are really just about history. Very few have original sources. Just look at the potential of having the entire Library of Congress or the National Archives on optical storage disks, and then being able to make assignments to kids to go in and actually peruse the original documents and excerpt and create a research paper from that.

The teaching of music is going to be revolutionized by the kinds of capabilities that we have now with computers in terms of sound and sound synthesis. You can actually teach reading and musical composition. The computer certainly has the potential to make us musically literate.

Geography can be done very, very well once the marriage of the microcomputer and videodisc technology is secure because of the ability to call up pictures and maps on the computer from a videodisc and to be able to juxtapose places and products. I think the potential there is just enormous. What you see today in geography is learning the state capitals. Most of the stuff that's on computer right now regarding geography is just inane.

Q **If you were developing curricula, what role would you assign computers in the teaching of reading, writing, and social studies?**

A In writing, the computer, with word-processing software, is like a pencil. I'd assign an integral role, a very, very high priority.

In reading, the computer would be high in the very early stages of reading, where you're developing letter-sound and picture correspondence and association. But I'd assign a much lesser role to the computer in reading as you go along.

'It just takes a commitment to exploit the hardware and to do the hard work of getting decent software that exploits the hardware. That just isn't happening right now.'

I would assign pretty selective use of the computer in social studies . . . but I would not just address the issue of teaching social studies by packaged software. I would ask: How can we use the computer as a tool in social studies to have kids handle large amounts of data, draw conclusions, and do a lot of independent research on their own?

Q **How likely is it that the computer's potential for enhancing literacy will be realized?**

A It just takes a commitment to exploit the hardware and to do the hard work of getting decent software that exploits the hardware. That just isn't happening right now.

The most important current, and potentially continuing, obstacle is quality software. And the possibility exists that, with continuing inane software, the kids will get turned off and the teachers will continue to want them to use drill-and-practice for certain things and the kids will just become bored stiff.

The other potential obstacle is the unknowns in the computer marketplace right now. If the computer companies begin to get cold feet regarding the home market, or possibly the school market, then the so-called computer revolution is going to grind to a halt.

Q **How should policymakers evaluate what is on the market and in effect pick the best of the software available to teach reading, writing, language, social studies, and the humanities?**

A Software needs to be selected in relation to the needs of the curriculum that are not being met effectively by other mediums, including the teacher or the textbook. School people need to know what's out there.

One of the mistakes that a lot of schools are making right now, as far as policy regarding software, is that they are buying software that is redundant of the things they're doing well themselves. The first thing that schools should do in setting up policy is to ask: What are we looking to do with software? Can we identify things that we don't do too well right now that maybe software can do better?

Q **Some scholars argue that computers (along with television and other forms of high technology) make it less important that people learn to read and write. Even if that isn't the case, they note that young people may believe it and thus be much less motivated to master the traditional literacy skills. How do you respond to those arguments?**

A Given the opportunity to use computers for writing—that is, word processing—I believe young people will in fact write more than they ever have and write better. As for reading, I think it will be shown that computers, unlike television, increase the need to read. Both of the things I'm saying, however, really depend on the attitudes that schools take toward computers and how they use them. If they use computers for providing experiences that are primarily drill-and-practice questions answered with multiple-choice responses requiring single key strokes, then I think the potential for achieving what I've described will remain undeveloped. ☐

lesson but also teach them to become more aware of what is going on in their heads as they read. "Poor readers," in particular, "are notorious for their failure to self-monitor comprehension," says Annemarie Sullivan Palincsar, professor of education at Michigan State University.

To correct this problem, Ms. Palincsar and a colleague at Michigan State taught groups of learning-disabled junior-high students who had problems with comprehension to: summarize what they had read; generate questions about it; predict what might be discussed next in the text; and find what was unclear in the text and try to clarify it.

These activities were taught through a method known as "reciprocal teaching," in which the students and teacher take turns assuming the role of teacher and asking each other questions about sections of expository text.

In two separate studies, the researchers found that students' ability to answer comprehension questions, using reading that had not been used in the training sessions, improved significantly. Students typically achieved 70 percent accuracy by the 15th day of training. Moreover, these effects remained eight weeks after the training ended.

In his review of the literature, Mr. Pehrsson of Idaho State University concluded that the use of reciprocal questioning, of predictive questions, and of broad questions that help children integrate what they have read all improve comprehension. Teaching children how to summarize in writing what they have read also improves comprehension, he found.

These new approaches have broad implications for the schools, researchers contend. They are all much more "student-centered," says Mr. Herber of Syracuse. Further, he and others note, they require a much more active dialogue between teacher and students, with students eventually learning both to use comprehension skills on their own and to take greater responsibility in class. Such methods also suggest that teachers must be responsible for fewer students at one time.

Comprehension instruction takes time—not only to teach children but to train teachers, the research indicates. In case studies funded by the National Institute of Education, school districts on the average took three to five years to implement new programs.

The new approaches are in line with many of the recommendations made in recent studies of education, including those of Theodore R. Sizer, Mortimer J. Adler, Mr. Goodlad, and Ernest L. Boyer. All four reports called for greater interaction between students and teachers, more responsibility for students in the classroom, greater depth in the content of the curriculum, and an increased focus on reading in school.

But whether teachers and students are ready and able to make the shift to a heavier emphasis on "reading to learn" remains to be seen.

"The big $40,000 question," says Mr. Pearson, "is learning how to learn from texts—the difference between implanting knowledge, and teaching students to gather information themselves. We've been talking about that ever since we began the democracy." □

TEACHING

Continued from Page L19

kinds of student-populations—predominantly black, white, or Mexican-American.

"I think [the student of teaching] should get a taste of more than one side of the pie," Mr. Harris says. "I grew up where it was kind of rough. If you had a piece of candy and you didn't want to give some guy a piece, you might have to fight him. Some teachers who come from the city haven't been exposed to that, and [when it happens in their classroom] it hits them like a bomb."

"I moved from Montana to Virginia," Mr. Jacobson adds. "I walked into a classroom that was 75 percent black and I was really lost then. That's a whole new ballgame."

Some say that practical experience in the classroom should be required not only of the students of teaching but also of their instructors.

"Most of them haven't been teaching students in years, other than college students," Ms. Beckman says. "So this has been a great disappointment, I think, when you go to school."

"We have a number of individuals," Mr. Sava says, "who are teaching and training teachers today who perhaps haven't been in an

Continued on Following Page

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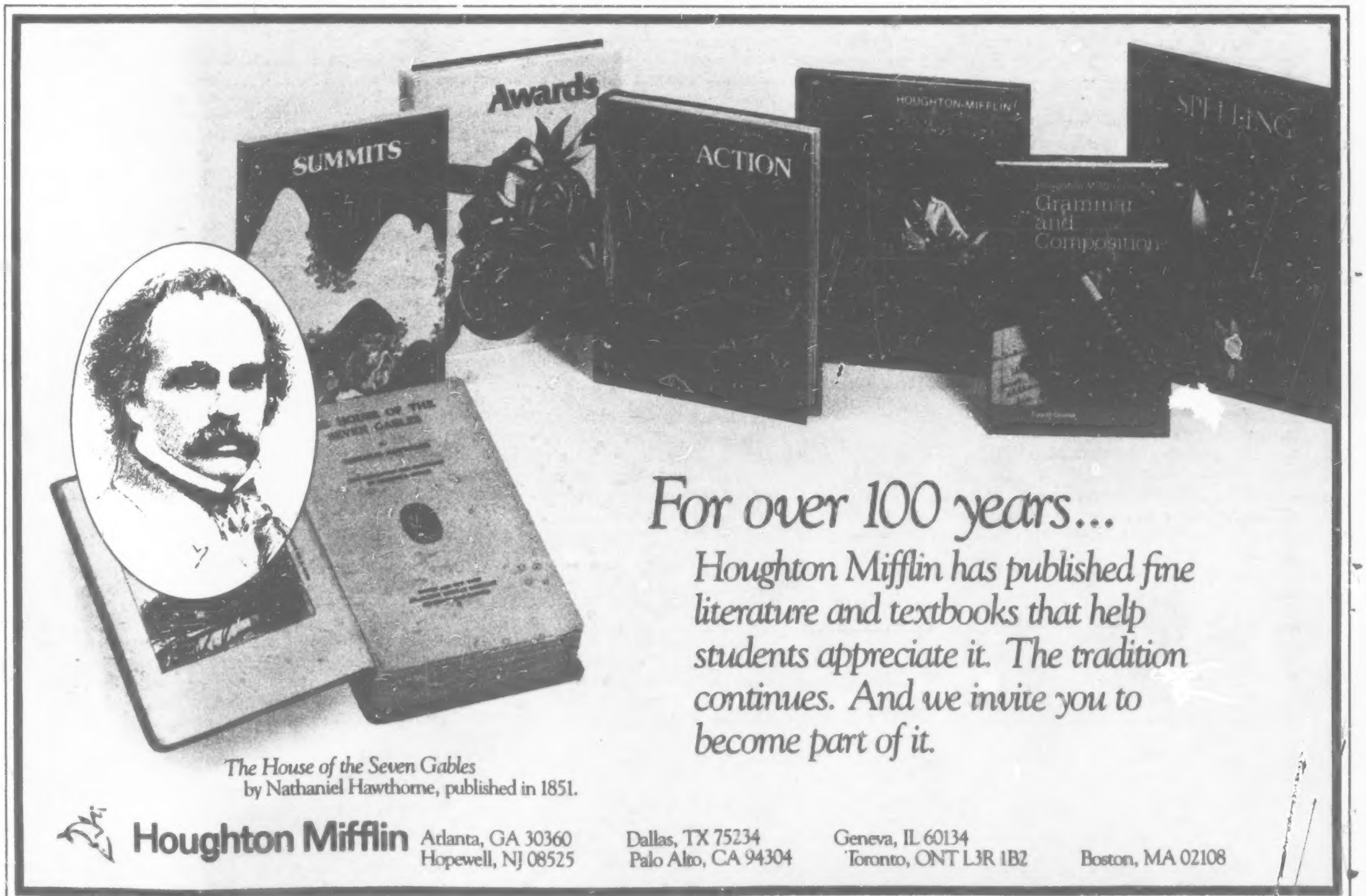

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TEACHING

Continued from Preceding Page

elementary school for 10 or 15 years, and conditions have changed so much in our society that if these individuals have not been in such schools, then they do not understand what is happening."

James B. Binko, dean of teacher education at Towson State University in Maryland, agrees that clinical training is important but warns that it is not enough.

Continuing Education

It is unrealistic, he argues, for a teacher "to expect to rely on what he gained in four years of undergraduate education to prepare not only for the first year of teaching, but also for the next 15 years. The next vital step is for that person to be involved extensively in a program of continuing education."

Teachers say they find such programs useful, but only if they are relevant to their classroom work. The best programs, they say, are designed by teachers. They also think sharing ideas with other teachers would be beneficial but note that is often impossible.

In his study of schooling, Mr. Goodlad found that teachers are normally isolated from one another and do not often come together to discuss curricular and instructional changes.

"You're pretty limited," Ms. Beckman of Alexandria says. "You can't run across the hall easily. It's bad enough trying to go to the bathroom while you're teaching, much less to spend some time discussing an idea."

Between pre-kindergarten and 8th grade, a child attends school for more than 9,000 hours—more than twice the time spent in high school and more than the time spent in high school and college combined, says Allan Shedlin Jr., founder of the Elementary School Study Group.

The group, formed by a group of elementary-school educators in 1983 on the premise that "next to the family, the elementary school is the most important institution in a child's life," has announced plans to conduct studies of elementary schools in an attempt to generate reform.

"It is commonly accepted that what is learned in elementary school undergirds and provides the foundation for all future learning," Mr. Shedlin says. "And it is also commonly accepted that there is less regard for elementary schools than for any other level of formal schooling."

"What has happened, unfortunately," Mr. Sava says, "is that because of the focus on secondary schools, funds are being moved from elementary [schools] to support secondary [schools], and that's a big mistake."

Recommendations for Reform

Those involved at the elementary level see numerous areas in which policies affecting their teaching could be changed. Among the recommendations of educators interviewed are:

- That formal schooling begin at age 4 to lessen the gap between students who attend preschools and those who do not.
- That some sort of retention policy be established in elementary schools so that a child does not automatically advance to the next grade until he or she masters certain skills. Such a policy, teachers caution, should take note of the problems involved in mixing older with younger children.
- That standardized goals for kindergarten be established.
- That students studying to become teachers begin practical classroom training early in their college careers so they can better ascertain whether the profession is right for them and be better prepared for their first teaching job. In the Harris survey, 90 percent of the teachers said they favored requiring new graduates to serve apprenticeships before they are certified as teachers.
- That guidance counselors and social workers be employed full time in elementary schools to counsel troubled children.

"It's almost as if there are no problems in elementary school," says Mr. Jacobson, "and then in secondary school they seem to get attention.

"But by then," he adds, "it's only remediation." ☐

PERSPECTIVES ON READING

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TRACKING

Continued from Page L31

Another problem with the tracking system, researchers contend, is that students often become permanently locked into a particular track and are not given an opportunity to move in and out of ability groups. Studies have found that too often on the lower tracks teachers' expectations are low, students' self-esteem is low, the peer models are poor, the subject matter is uninteresting, and the teaching is uninspired and ineffective.

In addition, studies have found that the tracking system exerts a strong influence over students' friendship patterns in school. The researchers note that students have limited contact with peers of other backgrounds and that tracking contributes to social problems—dropouts and delinquency, for example—that the schools try to prevent.

Ms. Oakes says that the "kids in the bottom tracks get far less of the educational things we know are good—less time on instruction, lower expectations, less time on learning—and more time spent on getting kids to behave."

Differing Expectations

Ms. Oakes, who has conducted studies on the subject and has written a book to be published next year called *Keeping Track: How Schools Structure Inequality*, argues that teachers' expectations of students vary depending on the track "both in the content-oriented goals and behavioral objectives."

In the upper tracks, she says, teachers encourage students to be "independent and figure out their interests," while the emphasis in the lower tracks is on "respecting the teacher, being neat, filling out forms, putting folders away neatly, and being compliant."

"It seems there's an inequity in who gets what kind of encouragement," Ms. Oakes asserts. Such inequality in the schools continues without question, she adds, because it is a reflection of "the way things are" in society.

The conventional wisdom is, according to Ms. Oakes, that "those in the high tracks are there because they deserve and have earned it" and to consider anything else would "conflict with our notion of merit."

The situations Ms. Oakes describes all figure in the Mobile desegregation case, which is before U. S. District Judge William Brevard Hand. The school system's student-assignment process, according to James U. Blacksher, the lawyer for the plaintiffs, has resulted in greater numbers of low-achieving black students attending segregated schools.

Mr. Blacksher says ability grouping in the county's schools "is extremely formalized and rigid, beginning with students in the 1st grade." The result is that by the time black students finish school, he says, "they are much further behind than their white counterparts."

Testimony presented during the trial last fall in U. S. District Court for the Southern District of Alabama revealed "glaring racial discrimination" in the 65,000-student system, maintains Mr. Blacksher. "They instituted a rigid ability-grouping system and justified it on grounds of what they called 'educational common sense.' But they made no effort to see if they were meeting their objectives and returning students to their peer groups."

An assessment of students' records, Mr. Blacksher says, found that "there was a great difference in the black and white achievement scores" and, he contends, that gap is increasing at a rapid rate. The assessment also found that "low achievement appeared to be related to disproportionate numbers of black students assigned to the low-ability groups."

Of the 65,000 students in the district, about 42 percent are black. Yet at the middle-school level, according to Mr. Blacksher, the percentage of black students in low-ability groups was 20 percent higher than their representation in the total student body. At the high-school level, black students' representation in low-tracked courses was similarly disproportionate.

In some schools, says Mr. Blacksher, the discrepancy was found to be as high as 60 percent. "It's tracking based on achievement results—how well the students score on standardized tests—and the subjective judgment of teachers and principals."

Declared Unconstitutional

The issues raised by the plaintiffs in the Mobile case are nearly identical to those argued in a suit filed in U. S. District Court for the District of Columbia in the early 1960's challenging the legality of tracking in the District of Columbia Public Schools. In that suit, *Hobson* v. *Hansen*, the court found in 1967 that the district's tracking system was unconstitutional and ordered its elimination.

Developed in 1955 by D.C. school officials following court-ordered integration of the schools, the four-level tracking system provided a basic or special academic curriculum for slow learners; a general program of vocational courses for students not planning to go to college; a college-preparatory program for those students expected to continue their education after high school; and an honors program for academically gifted students.

George Margolies, legal counsel for the D.C. schools, explains that the court ruled that the concept of ability grouping "in and of itself is not inherently unconstitutional," a perspective that subsequent litigation has upheld. But, he adds, what the court found wrong was the way in which the district had implemented the tracking system.

Over the years, according to Mr. Margolies, the tracking system had the effect of assigning disadvantaged students to the low tracks and wealthy students to the higher tracks without providing the opportunity to move from those tracks. About 90 percent or more of the students, he notes, ended up in permanent assignments. The court, he says, also found that less money was being spent for students in the low tracks.

Mr. Margolies says the court also took issue with the use of unvalidated aptitude tests as a means of assigning students. "The tracking system was found unconstitutional and ordered disbanded mainly because of the rigid nature of the system and the schools' failure to provide remedial education to give students the opportunity to move up," he asserts.

The local school board decided not to appeal the court decision, agreeing that on the whole, according to Mr. Margolies, the ruling was fair. However, then-Superintendent Carl F. Hansen, who was instrumental in developing the schools' tracking system, filed an appeal on his own and in 1968 resigned over differences with the school board on the issue.

For Some, 'An Embarrassment'

Mr. Blacksher maintains that the plaintiffs in the Mobile case "are not asking for total, unqualified elimi-

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TEXTBOOKS

Continued from Page L40

pre-development studies to determine the need for a specific textbook; the research of the author or authors who have been chosen to write the book; and post-publication field testing of the book.

Development of a textbook begins with the identification by a company's editors and outside consultants of a subject area and grade level in which a new book or series might be marketable, according to Paul Goldstein, author of *Changing the American Schoolbook: Law, Politics, and Technology*.

Following that-phase, in which competitors' products are also analyzed, editors attempt to choose several authors—usually from schools of education—who are interested in developing materials according to the criteria the publishers have established, says Gary Eisenberger, president of Charles E. Merrill Publishing Company.

"Different publishers put different emphases on different pieces" in determining what the market wants, says Ms. Paul. "Some publishers will use academic consultants who have done special work in the reading area.

"Some publishers will rely on their own field staff and on that staff's ability to be in touch with the market, with their ear to the ground, listening carefully to what their customers are saying about the product that they presently have out in published form and how it competes with everything else out on the market. An important part of that strategy is to pay a great deal of attention to doing a competitive analysis."

Authors in Name Only

Authors range from education-school researchers and administrators to high-school curriculum specialists and teachers. When a publisher pays royalties to an author, "what you're really paying for is research and development," according to Richard Morgan, president of Scott, Foresman & Company, one of the largest publishers of elementary and secondary textbooks. "You're paying for his understanding the research and translating it into something practical."

During the approximately five years it takes to develop, write, and produce a textbook series, a supervising in-house editor oversees the product's development, usually with the assistance of a team of in-house editors and subject-matter and grade-level consultants, according to Mr. Goldstein.

"Authors don't really write textbooks," notes Mr. Morgan.

"What is now happening a great deal is a thing called 'managed text development,'" according to Ms. Paul, the Alexandria, Va., publisher.

"There will be consultants who will be the people who in former years would have been the authors. Now these people are the consultants, and they do not actually write; they will advise."

"The people who actually do the writing, once these people have created this structure, are other people," she explains.

"They're former teachers, they're former editors of publishing houses, and they're people who have been writers who wandered into educational publishing through one door or another."

In subject areas such as history, she notes, publishers recruit authors who are "on the firing line in those subjects." But, she says, "We don't imagine for one second that we're going to get manuscript from them that we can use."

In past years, the schedules to develop a book series were "if not leisurely, at least much longer than they are now," says Ms. Paul. "Sometimes in the old, traditional publishing game, a basal series . . . would take from three to five years to develop. And the publishers would think of themselves as pushed in that time. The construct for the staff would be that there were these authors who were on thrones, if you will, and then their manuscript trickled down from the thrones to the editors, and the editors would sometimes rewrite it and sometimes not."

Now, says Ms. Paul, that is no longer the case. "It is always rewritten. I don't know of a case in which a basal reading series author is authoring. The number of checkpoints, the complexity of construction, has become beyond the capacity of one group, one team of authors, however well-meaning and however well-positioned as professionals and as famous academics they are. And you must work, then, within the timeframe, which is now a year to develop a whole series. I know of one publisher that developed its current basal reading series in that amount of time."

Field Testing

Following the writing and development stage, publishers frequently field test their materials.

"The publishers do a certain amount of field testing," notes Ramsey Selden, a senior research associate with the National Commission on Excellence in Education, which recommended last year that publishers report the results of field tests to those responsible for buying instructional materials.

"The commission was asking for something more along the lines of learner verification, where the objectives—the goals that the materials are supposed to accomplish—are laid out and identified; the material is tried out in the field to determine how well it accomplishes those goals and objectives; and the material is then revised according to the findings," he says.

"Today, there is more testing of manuscripts before they're published," says Marlowe G. Teig, senior vice-president and director of Houghton Mifflin Company's school division. "We attempt to get geographic representation. We also attempt to get socio-economic representation, and we attempt to hit urban, suburban, and rural schools." Houghton-Mifflin's research department, he notes, has eight full-time employees.

Like many of the nation's elementary and secondary publishers, D.C. Heath & Company has found that field testing leads to rising sales, according to Albert Bursma Jr., general manager of its school division. "It probably adds a year to the process," he says, but is worth the investment.

Ms. Paul also points to the use of "focus groups"—sessions in which teachers, administrators, and subject-area specialists evaluate a publishers' product or the idea for a product—as a way to test textbooks' acceptability. "Every time a focus group meets, it's a least $5,000," she notes.

Reluctance To Invest

But critics have noted that publishing firms have been somewhat reluctant to invest in basic research and development. One reason, according to Mr. Selden, is because such field testing "is expensive and time consuming, and because the marketplace has not generally demanded exhaustive evaluation information as part of the process of choosing a book."

And Mr. Noble of Paine, Webber notes: "The industry does not generate a large amount of money for basic research and, typically, it relies on the research generated by the educational profession from which and into which its personnel frequently move."

Moreover, despite the sophistication of the developmental activities the publishers do carry out, some critics suggest that they gain more by not changing textbook series in which they have invested than by coming up with a new product. Because state and local adoption committees require publishers to demonstrate an established level of experience and resources, and often find it easier to select familiar textbooks, the publishers are in effect encouraged to publish a relatively unchanged product, the critics maintain.

Firms see little profit in innovative materials that schools will not purchase, according to Mr. Goldstein, who writes that "they direct their efforts instead to well-worn paths, adding just enough surface touches to suggest freshness."

Ms. Paul notes that publishers are pressured both to revise and to maintain the status quo in their products. "People say that they want something new," she says. "And they have a state mandate very often demanding that if they're going to buy something, that they buy something within a certain copyright year. However, the demands placed on overworked teachers and the need to meet curriculum mandates and improve standardized test scores often create a situation in which the status quo ends up being maintained."

"So how do you put out new materials and maintain the status quo? Let me tell you, that's hard," she adds.

"One of the standard conversations that people will have [if they are revising a book] is, 'How much of a book can we afford to change? . . . How different can we be from the rest of the market?'" —A.B. & L.O.

TEACHING

Continued from Page L23

that follow in the teaching of reading, the vowel sounds. They will teach kids how to use context as a way to identify words that they may not know. They will be basic courses on how to effectively teach reading.

But what is adequate and acceptable today as training may not continue to be adequate and acceptable. Very soon, if not now, elementary teachers need to have literacy skills in the area of computer technology, and it's very rare for people to have had that in their preparation programs.

Q Analyses of elementary schooling suggest that teachers are not doing enough to help students "comprehend" what they read and to continue developing their reading skills after the first three grades. Is that true, in your view?

A The work taken in teaching reading, the work that is emphasized in preservice preparation does deal most specifically with what we call 'word-attack skills,' the ability to read as opposed to understanding the reading process in greater depth.

Pupils are taught to use contextual skills, they're taught phonetic analysis, they're taught those kinds of things without the more advanced reading skills. One of the reasons for that is when you've got one course that deals with language arts, you're really forced to deal with a limited amount of content, and there simply isn't time in the existing program to get at what you're talking about.

The other reason is that if somebody is teaching, particularly in grades 4, 5, and 6, those individuals need the skills that are phonetic analysis, are context, are basic reading skills if they're going to deal at all with remedial reading.

Q In education schools, what emphasis is placed on training prospective elementary-level teachers to teach students to write?

A The emphasis that you'll get on that is part of one course, and that would be the language-arts course, where you're also involved with spelling and speaking skills.

Q Does that training reflect the current interest in having teachers teach reading and writing "across the curriculum?"

A They're encouraged to teach [writing] across the curriculum. . . . I don't think that writing stops when you're dealing with science or when you're dealing with social studies. You can use the social studies as a vehicle to reinforce the need for writing that is not writing for writing's sake but writing for effective communication.

Q Why don't education schools more closely integrate theory and practice?

A It is integrated more than perhaps some of the people realize who [say they did not get enough practice-teaching]. For example, it's very unusual for a good college of education not to incorporate field experience in the methods—by that, I mean that if you're teaching a math-methods course or if you're teaching writing, to actually involve those people in the methods course in teaching kids.

They won't be teaching 30 kids or 25 kids in a classroom in a typical situation, but they might be meeting with a group of four kids or working with identifying or diagnosing some reading problems for two or three kids. I think that as long as we're restricted to a four-year preparation program, we can't do much more than one semester if we are to meet the expectations of school people: that is, to send out some people who have some preparation for entering that school. ☐

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DESEGREGATION

"In the name of desegregation, we have in many instances surrendered to the courts the day-to-day responsibility of operating our public schools," says the President's top civil-rights officer, who predicts an imminent end to mandatory busing.

See Page 11.

DOCUMENTARY

ABC recently took the unusual step of preempting an entire evening of prime-time programming to present a documentary on public education. For an interview with the correspondent and principal writer for the show, Marshall Frady . . .

See Page 24.

DAY CARE

In hearings this month that were called "the most in-depth Congressional look at child care in a decade," witnesses called for greater federal involvement in and expanded funding for day-care programs before and after school.

See Page 12.

EDUCATION WEEK

American Education's Newspaper of Record

Volume IV, Number 3 · September 19, 1984

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Activism Spurring Politics of Church and State

Pope Asks Public Aid for Parental School Choice

By Cindy Currence

Arguing that "a totally secular school system" in a modern nation would not satisfy "the legitimate claims" of religious groups and would deny "a fundamental right" to parents, Pope John Paul II last week told Roman Catholic educators in Canada that governments have a responsibility to support educational services for all.

Catholic officials in Washington said that the Pope's address was one of the few public pronouncements on the subject he has made since becoming leader of the Roman Catholic Church in 1978.

"We cannot leave God at the schoolhouse door," the Pope said, echoing language President Reagan has used in expressing support for a Constitutional amendment to permit prayer in public schools.

"Society is called upon to provide for and support with public funding those types of schools that correspond to the deepest aspirations of its citizens," the Pope said, adding that the role of the modern state is to respond to these expectations "within the limits of the common good."

BOB STRAWN NC PHOTO

Pope John Paul II

The Pope, who spoke at the Basilica of St. John the Baptist in Newfoundland, said other nations should look to Canada as an example of a country in which public aid to religious schools has worked without conflict.

For excerpts from the Pope's address, see Page 13.

"In a society such as Canada's," he said, "people's freedom to associate and enter into certain groups or institutional endeavors with the aim of fulfilling their expectations according to their own values is a fundamental democratic right. This right im-

Continued on Page 17

Public-School Advocates Readying Opposition

By Cindy Currence

Coming amid a Presidential campaign already flavored by church-state issues, the statement last week by Pope John Paul II calling for government aid to religious schools is likely to heighten the activity of a growing number of public-school officials and advocates who oppose public support for private educational institutions.

"The Pope's statement does not help our efforts by any stretch of the imagination," said Arnold F. Fege, director of governmental relations for the National Congress of Parents and Teachers, which opposes public aid to private education.

"We're going to have to work very hard now to educate our membership and point out that we need to focus on public education," he said.

According to Mr. Fege, the battleground for those fighting public aid to private schools has shifted in the past year from the federal to the state level, and state affiliates of the P.T.A. and other education groups now are concentrating their efforts on combating the private-aid proposals in state legislatures.

"We are not opposed to private schools,"

Continued on Page 16

Employees Union Sues E.P.A. on Asbestos Risk

Seeks Cleanup Rules In 30 Days or Less

By Lynn Olson

WASHINGTON—The Service Employees International Union, which represents some 100,000 school-maintenance workers around the country, last week filed suit against the Environmental Protection Agency in an attempt to force the agency to issue within 30 days rules requiring the removal of hazardous asbestos from the nation's public schools.

Union officials said it has been five years since the agency first committed itself to issuing rules concerning the abatement of easily crumbling or powdered asbestos in public and private schools. But "the E.P.A. has refused to take any meaningful step[s]" since that time, according to John J. Sweeney, president of the S.E.I.U.

David Ryan, a spokesman for the agency, said last week that the E.P.A. did not yet have "any official reaction" to the complaint. Both Mr. Ryan and Susan Vogt, special assistant to Alvin L. Alm, deputy ad-

Continued on Page 15

Major Study Finds Preschool 'Pays Off' for the Disadvantaged

By Anne Bridgman

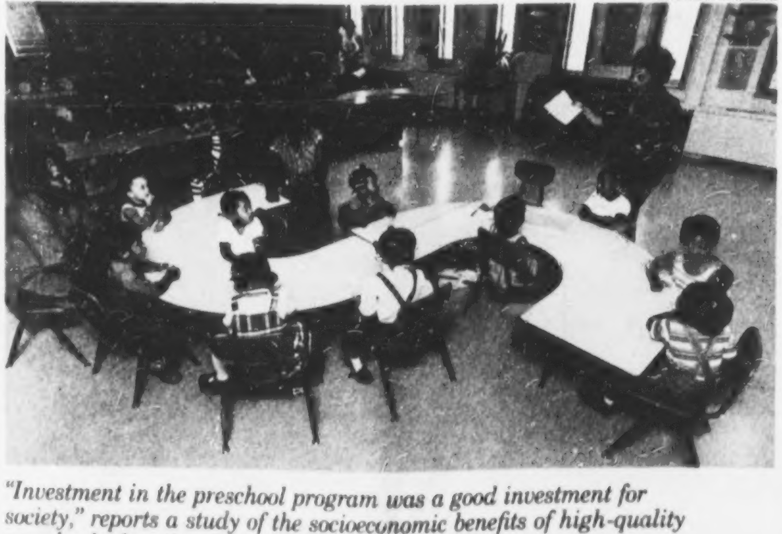
Disadvantaged children who participate in high-quality preschool programs significantly outperform those who have not participated in such programs, according to the final results of the first major longitudinal study to measure the effects of preschool education on the lives of students.

"On a wide range of measures of school and life success, the study shows that by age 19, the latest age for which complete evidence is available, young people who had attended a quality preschool program on average significantly outperformed youngsters who had not," according to a report on the study released last week.

"Preschool pays off for its participants and society because it reduces costs for special education, welfare, and the criminal-justice system," added the report, which is titled *Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19.*

Continued on Page 14

DOUGLAS GORALSKI



"Investment in the preschool program was a good investment for society," reports a study of the socioeconomic benefits of high-quality preschool education for disadvantaged students.

City Agency Cites Mismanagement in New York Schools

By James Hertling

The New York City public-school system's inability and unwillingness to enforce its own rules has resulted in systemwide mismanagement and corruption, city investigators charged in a report last week.

The report by the city's Department of Investigations alleged, for example, that the New York City Board of Education does not know how many of its 56,628 teachers are in the classroom or are performing administrative duties; that a $42-million extracurricular-pay program for teachers is "routinely abused"; and that the board's failure to monitor contracts with private companies has "deprived the board of the very services for which it has contracted . . . [and] has manifest health and safety ramifications."

Continued on Page 16

IN SUMMARY

A School Away From School
Teachers and parents may become increasingly at odds over the use of home computers, a researcher speculates. **Story on Page 5.**

Stricter Standards in Georgia
A state commission has recommended tougher standards for training, certifying, and evaluating school administrators. **Story on Page 6.**

The Voyage of the Mimi
A multi-media mathematics- and science-education project premièred on public television last week. **Story on Page 6.**

The Price of Not Striking?
The Boston school district is suing the teachers' union for monetary damages for threatening to strike last year. **Story on Page 8.**

Hispanic, Si!
A marketing survey finds that a growing number of Hispanics think of themselves as Hispanics first, Americans second. **Story on Page 8.**

A Core Curriculum in North Carolina . . .
The state's education department has issued a plan to ensure that a minimum course of study is offered to all students. **Story on Page 9.**

. . . And a Step Up for Teachers
The state will pilot a $110-million career ladder in 16 districts next year as part of a school-improvement plan. **Story on Page 9.**

Olympian Struggle on Capitol Hill
Advocates and opponents of a controversial civil-rights bill clashed on Capitol Hill last week. **Story on Page 11.**

Commentary .... **18 and 24**
Computers Column **5**
Deadlines **21**
Events **21**
In the Press **18**
Letters **19**
Marketplace **23**
Media Column **14**

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THE WEEK

FEDERAL

N.E.A.-Backed Bill Founders in House

House Democratic leaders last week postponed a vote on a multi-billion-dollar education bill promoted extensively by the National Education Association, effectively killing it for the remainder of the current session of the Congress, according to House aides.

The staff members said that a number of House Democrats raised last-minute concerns over voting for the high-cost bill, which has been attacked by the Reagan Administration as a "budget buster."

And, the sources said, many Democrats urged their leaders to let the bill die after learning the morning of the scheduled vote of Republican plans to offer school-prayer and tuition tax-credit amendments to it.

Representative Augustus F. Hawkins, Democrat of California and chairman of the Education and Labor Committee, agreed to allow several hours of debate but not to bring the bill and its amendments to the floor for a vote.

The proposed American defense education act, H R 5609, would have established a fund for grants to local school districts to improve their programs in mathematics, science, foreign languages, technology, and for other educational needs.

According to Congressional Budget Office figures, the program would have cost about $8 billion over the next five years.

The N.E.A. remains "very pleased with the progress that the bill has made," a spokesman for the group said. "[This is] just another step in getting it passed by the Congress" either in this session or the next, which begins in January 1985.

Congressional Study Reports Deep Cuts In Education Funds

Between fiscal 1980 and 1984, federal spending for education fell 21 percent, when adjusted for inflation, a Congressional analysis has concluded. But despite numerous Presidential proposals to reform the government's role in education, federal support "appears strikingly similar to such support prior to the Reagan Administration," it notes.

Under the President's $15.5-billion proposal for education in fiscal 1985, "actual purchasing power" of Education Department funds would have fallen to 24.7 percent of their fiscal 1980 level, according to the Aug. 20 report prepared for the Congress by the nonpartisan Congressional Research Service.

Lawmakers are expected to approve about $17.2 billion in education spending for fiscal 1985.

Funding for the six major federal programs in elementary and secondary schools fell, when adjusted for inflation, between fiscal 1980 and fiscal 1984, according to the report. Funding declines ranged from 9.3 percent—for the state-grant program for special education—to 55.8 percent for programs now funded under Chapter 2 block grants.

In the other programs, compensatory-education funds have fallen 19.7 percent; bilingual-education funds, 39.8 percent; impact aid, 40.3 percent; and vocational-education funds, 29.8 percent, according to the report.

Of the three higher-education programs listed—Pell Grants, Guaranteed Student Loans, and College Work Study—only funds for G.S.L.'s have increased in real dollars, the report noted.

For fiscal 1985, the Congress blocked a proposal to increase the previous year's appropriation of $550 million by $300 million. The program was funded at $550 million in fiscal 1980.

The study also reported that the Chapter 2 block-grants program is the only one of Mr. Reagan's proposals that the Congress has accepted. Otherwise, "Congressional response to the President's proposals generally has not been positive."

The C.R.S. report was this year's update of a periodic analysis of the effect of Mr. Reagan's budget cuts in education.

NATIONAL

Incidence of Measles Reported Up in 1984

The incidence of measles in the United States increased sharply to 1,759 reported cases during the first 26 weeks of 1984, compared with 1,095 cases during the comparable period of 1983, according to the national Centers for Disease Control.

Federal health officials, however, were quick to point out that although the number of measles cases had increased 60.6 percent compared with the same period in 1983, the total is still far below that in the prevaccine era, when an average of more than 525,000 cases were reported annually.

In addition, the C.D.C. noted in the Sept. 7 edition of *Morbidity and Mortality Weekly Report* that although the overall incidence rate increased, the number of states reporting measles decreased during the first half of 1984 compared with the same period in 1983. Twenty-four states reported no cases of measles in the first half of 1984, while 22 states and the District of Columbia reported none during the first half of 1983.

Among children 10 to 14 years old, the number of cases increased more than twofold during the first half of 1984, compared with all of 1983, according to the report. In the first 26 weeks of this year, there were 515 reported cases of measles among children in this age group, compared with 195 cases for the entire previous year.

"Greater emphasis needs to be placed on ensuring that persons 10-14 years old and 15-19 years old have evidence of measles immunity," the C.D.C. strongly suggested. "Enactment and vigorous enforcement of regulations requiring all students in grades kindergarten through 12 to have evidence of immunity is an important means of ensuring high levels of measles immunity."

Note to Subscribers

Because of its increased number of pages and extended press run just prior to the Labor Day holiday, the Sept. 5 issue of *Education Week*, which included a special report on literacy and schooling, was delivered to readers much later than usual. We apologize for the delay.

STATES

Education Deans Propose Certification Changes in Arkansas

The deans of nine colleges of education in Arkansas have endorsed a proposal to allow people who do not have education degrees to be certified to teach.

The plan would allow noncertified individuals to work as "supervised interns" for three years while completing the education courses necessary for certification, the deans said in a proposal sent to the Arkansas Education, Certification, and Evaluation Committee last month.

The deans' proposal also recommended that elementary-education students be required to have a major in elementary education that includes 18 semester-hours in an academic field and that student teaching be expanded from the current eight weeks to not less than 12 weeks.

The deans represented colleges of education at the Arkansas Polytechnic University, Arkansas State University, Harding University, Henderson State University, Southern Arkansas University, the University of Arkansas at Fayetteville, the University of Arkansas at Little Rock, the University of Arkansas at Monticello, and the University of Central Arkansas.

Continued from Page 3

19 percent have specialist's degrees.

Twenty-four percent said they earn less than $40,000 per year, while 4 percent reported earning $70,000 or more per year. Women superintendents, who accounted for only 3 percent of the respondents, reported receiving "much the same pay" as men. More than half of the black superintendents who responded reported earning more than $55,000 a year, in part, they said, because they are most likely to be employed in large, urban systems.

In the survey, superintendents also gave their views on some of the most controversial school issues of the day: 79 percent of the respondents said they do not support busing to integrate public schools; 72 percent said they do not support a constitutional amendment to permit prayer in public schools; 68 percent said they support mandated competency tests at the state level for administrative certification; and 70 percent said they would support such tests for teachers.

Betting Addiction Warning Signals Seen In New Jersey Pupils

A survey conducted by New Jersey's Council on Compulsive Gambling has found that nearly 40 percent of high-school students in the state exhibit at least one sign of becoming chronic bettors.

The survey involved a poll of 892 students around the state. They were asked whether any one of seven indicators that experts say signal compulsive-gambling tendencies applied to them.

The indicators include family problems, chronic lying, and large debts that are the result of gambling.

Robert Klein, executive director of the council, said that if a person showed problems in at least three of the seven problem areas, he or she could be considered a compulsive gambler.

About 8.4 percent of the students showed problems in at least three of the seven problem areas, the survey found. Some 1.9 percent of the students reported having five of the warning signs.

Msgr. Joseph Dunne, president of the National Council on Compulsive Gambling in New York, said the survey found that the problem most often related to gambling was family disruption. Compulsive gambling, like other addictions, can lead to family arguments, break-ups, and even child abuse, he added.

Monsignor Dunne said the increase in legalized gambling around the country, and therefore its increased availability, has attracted a growing number of young bettors.

"We have created a whole new generation of gamblers," he said. "One state after another has legalized gambling since 1964, and not only legalized it but promoted it. Young people are seriously affected. They see an easy way to make it for life, with a little luck, and figure, 'Why bother with school or studies?' "

About 47 states and the District of Columbia have some form of legalized gambling, Monsignor Dunne said.

QUIZMASTER

In what year and what country was the first kindergarten opened?

(The answer will be included with next week's quiz.)

Answer to last week's quiz: The University of Michigan is credited with having established in 1879 the first permanent faculty chair in any American college or university devoted to the preparation of teachers.

Readers are invited to submit interesting and/or arcane questions involving education (with answers) for possible inclusion in Quizmaster. *Please send your name, address, and phone number and indicate the source of your information.* Education Week *will pay $10 for each item used. Send entries to:* Quizmaster, Education Week, *1333 New Hampshire Ave., N.W., Suite 560, Washington, D.C. 20036.*

PEOPLE

William Bradford Reynolds, assistant attorney general for civil rights, this month told the U. S. Court of Appeals for the Seventh Circuit that a federal judge illegally extended his authority and misinterpreted a 1980 consent decree when he ordered the U. S. government to pay Chicago schools $103.8 million in desegregation aid for this year and more in subsequent years. *(See Education Week, Aug. 29, 1984.)*

Mr. Reynolds reiterated the U. S. Justice Department's position that the government is not bound by the vague language of the consent decree to a broad funding plan for Chicago and that U. S. District Judge Milton I. Shadur's Aug. 13 order to that effect violated the constitutional separation of powers.

"For the first time in over 200 years, a member of this judiciary has directed the President of the United States on how to conduct himself in the legislative arena," Mr. Reynolds said.

The appeals court, which had temporarily blocked an order requiring the government to pay Chicago $28.8 million immediately, is expected to rule on the government's appeal by the end of September.

□

Theodore R. Sizer, chairman of the education department at Brown University and author of *Horace's Compromise*, has proposed that superior high-school students be offered free tuition at any of their state's public colleges and universities.

Speaking at a Williams College convocation, Mr. Sizer recommended that, for example, Massachusetts students who demonstrate their proficiency in five areas be awarded a new "Horace Mann Scholar's Diploma" that would entitle them to a free education at any state college or university. The five areas are: communications skills, mathematics and science, literature and the arts, history and civics, and foreign languages and culture.

"Students know that they have to perform well, not just serve time," Mr. Sizer said of the plan. "And they know they will get both a sense of warm accomplishment and substantial benefits if they succeed."

Under the proposal, a student would prove his or her prowess by taking tests or carrying out some other set of tasks demonstrating capability. According to Mr. Sizer, the exercises would be set by state-appointed committees or administered by professional and scholarly associations, such as the College Board.

□

The Auburn, Me., school board has denied a request by the parents of a 9-year-old student for permission to enroll their daughter in courses at the University of Maine at Augusta.

William and Andrea Cutler requested permission to enroll their daughter, **Jenny Cutler**, in the university for the second consecutive year and to provide the balance of her education at home. Board members voted on Sept. 5 to deny that request until Jenny takes a test showing what she learned last year.

The Cutlers, who have appealed the board's decision to the Maine Department of Education, were told by department officials that they will probably approve the necessary waiver to allow Jenny to attend the university.

Roy D. Loux, superintendent of the Auburn schools, said the district must administer some kind of assessment to monitor Jenny's instruction. The girl's mother said last week that proposal "was just not appropriate" but declined to comment further.

□

Representative Augustus F. Hawkins, Democrat of California, has been officially installed as chairman of the House Education and Labor Committee by the House Democratic Steering and Policy Committee.

First elected in 1962, Representative Hawkins now serves as chairman of the employment-opportunities subcommittee of the Education and Labor Committee. According to a spokesman in Representative Hawkins's office, the Congressman has not yet decided whether to move to another panel chairmanship—specifically, the elementary, secondary, and vocational-education subcommittee, which opened up after the death last month of the former committee chairman, Representative Carl D. Perkins, Democrat of Kentucky. He will, however, relinquish the chairmanship of the House Administration Committee.

New Life for Old School

GREG MELLIS / LEWISTON MORNING TRIBUNE

The 57-year-old Ray's Ferry School in Asotin, Idaho, assumed its new role as an annex to the Asotin County Historical Society museum last month. The wood-frame school served generations of students from the Hackberry Hollow School District, which was founded in 1885.

UPDATE

Teacher strikes in several school districts across the nation have been settled, but new strike activity has disrupted the schooling of thousands more students. *(See Education Week, Sept. 12, 1984.)*

In Michigan, strikes in Grand Rapids and Anchor Bay were settled last week. Teachers also are back at work in Cassopolis and Escanaba, and a spokesman for the National Education Association said last week that settlements were "near" in East China and River Rouge.

Teachers in Sterling, Ill., went on strike early last week and a strike began in Blue Island on Sept. 7. Last week, strikes were settled in three Illinois school districts—Grani[illegible] City, Bethalto and Sycamore.

Teachers in Jersey Shore, Pa., went on strike last week, but contract agreements have been reached in Donegal, Hampfield, and Wissahickon.

New Jersey teachers were back at work last week in the Bellmawr, Clinton, Monmouth Regional, and Somerville school districts.

Strikes in Selma, Ind., and Longview, Wash., also have been settled.

□

The Anne Arundel County (Md.) School System has reached a tentative settlement with civil-liberties lawyers who last November charged administrators at an elementary school with singling out black children for disciplinary action and locking them in storage closets. *(See Education Week, Dec. 21, 1983.)*

Number of Teacher Strikes 1973-1983

Year	A.F.T.	N.E.A.
1983-84	12.5	73.5
82-83	12.0	83.0
1981-82	10.0	98.0
1980-81	33.0	158.0
1979-80	34.0	208.0
1978-79	33.0	143.0
1977-78	28.0	124.0
1976-77	22.0	130.0
1975-76	50.0	153.0
1974-75	29.0	77.0
1973-74	32.0	122.0

Source: Based on information provided by the National Education Association and the American Federation of Teachers.

The lawyers, who were seeking $17.3 million in damages for the parents of five children enrolled in Germantown Elementary School, argued their case last year before U. S. District Judge Walter E. Black Jr., but the trial ended in a hung jury. Lawyers representing the children initially sought a new trial but then began negotiating with the county on a settlement.

Barbara Mello, a lawyer with the Maryland American Civil Liberties Union, which represents one of the children in the suit, said the tentative agreement, which was to be filed with Judge Black last week, includes a provision that school authorities will not isolate children in school rooms as a form of discipline.

John Wisthoff, president of the county board of education, said the tentative agreement also includes about $30,000 in legal fees to be paid to the students' lawyers. However, Mr. Wisthoff, who said the county did not admit to misconduct, said he did not believe the agreement includes payment of any of the $17 million originally sought.

Ms. Mello refused to comment on the financial aspects of the case.

□

A Union County, N. J., grand jury has found no evidence of criminal wrongdoing by public and police officials in the procurement of a search warrant that led to the **seizure of student records in Summit public schools last February.** *(See Education Week, Feb. 22, 1984.)*

Summit police officers had obtained a warrant to search the school offices as part of a drug investigation they were conducting at the time. After school files were seized, however, the warrant was declared illegal by State Superior Court Judge Edward W. Beglin Jr. and the files were returned to the school officials.

Judge Beglin then ordered that a grand jury be convened to examine the incident for evidence of criminal wrongdoing on the part of public and police officials in issuing or procuring the warrant.

The grand jury found in a 99-page report released last week that the incident was caused by a "serious breakdown" in communication between Summit school administrators and city police officers.

"The police were apparently convinced that the physical seizure and subsequent review of student records was the only viable way to determine the extent of drug and other incidents at the junior high school," the report states.

Boston Sues Teachers' Union Over Threat To Strike

By Alina Tugend

The Boston School Committee decided last month to proceed with a lawsuit that labor lawyers say may be the first in the country to seek money damages from a union for threatening to strike.

The suit originated last winter during acrimonious disputes between the committee and the Boston Teachers Union over union contract provisions.

Upset over lack of progress in resolving the contract disagreements, the 6,200-member B.T.U. scheduled a walkout for Dec. 15.

The school committee countered by filing suit in Massachusetts Superior Court seeking an injunction against the scheduled strike and asking for money damages from the union under a provision of the state's collective-bargaining laws. The court declined to issue an injunction and the walkout did not occur, largely, according to a spokesman for the teachers, because union leaders on the eve of the strike recommended against it because agreement on the issues seemed near.

Up to $100,000 Sought

The school committee decided to proceed with its suit, however, seeking $50,000 to $100,000 in damages, according to Mary Jo Hollender, a lawyer for the committee.

The school committee claims the teachers' union violated a state statute prohibiting public employees from "inducing, encouraging or condoning" a strike, according to Ms. Hollender. She explained the money damages would cover costs incurred by the school committee as a consequence of having to draw up a contingency plan to cope with the threatened teachers' strike.

Union efforts to have the case dismissed failed last spring. Meanwhile, the judge in the case asked the Massachusetts Labor Relations Commission to determine whether the union committed an unfair labor practice by threatening to strike.

John Cochran, chief counsel for the state labor relations commission, said that if the commission decides to enter the case, it could be up to six months before a decision is made. "This would be the first time the issue has ever been addressed in Massachusetts," Mr. Cochran said.

Charge 'Ludicrous'

Edward Doherty, president of the B.T.U., called the school committee's suit "ludicrous."

"I think it's a waste of the taxpayers' money," he said. "It certainly looks like some sort of reprisal to me."

But Ms. Hollender said, "It's very important that we determine whether or not a union can seek to exact more generous collective-bargaining terms by threatening to strike. We are seeking to establish a principle that has not been decided before in Massachusetts—if a union is answerable in damages for threatening a strike. We don't think the fact that they didn't actually walk out should make a difference."

Lawyers for the American Federation of Teachers and the National Education Association said they were not aware of any other lawsuits filed against a union for merely threatening to strike.

Many Hispanics Nurture Identity, Survey Shows

Devotion to Spanish Language Is Noted

An estimated 50 percent of Hispanic Americans think of themselves as Hispanic first and American second, and more than eight out of 10 say the Spanish language is "the key to maintaining and fostering their cultural identity," according to *Spanish USA 1984*, a new study by the polling firm of Yankelovich, Skelly & White Inc.

The firm conducted the survey of the Hispanic "market" for the SIN Television Network, a Spanish-language television network with 276 affiliates.

"From 1981 to 1984, there is no sign of increased commitment to mastery of English, at the possible expense of Spanish; the commitment to Spanish is stronger if anything," says the firm's analysis of the findings. "Current language skills aside for the moment, bilingualism is the predominant *goal*—about three out of four seeing mastery of both English and Spanish as the ideal. Fluency in Spanish supersedes fluency in English as a goal, 20 percent to 6 percent."

The study found that there has been a significant increase since 1981 in the desire of Hispanic citizens to perpetuate Hispanic traditions in succeeding generations—from 89 percent in 1981 to 94 percent in 1984.

The study, which was based on interviews with 775 Hispanic Americans between the fall of 1983 and the spring of 1984, also found a "distinct blurring of differences in the way Hispanics of varying nationalities feel about each other." In 1981, 61 percent of Hispanics perceived important differences between Hispanic nationalities. In 1984, that figure had fallen to 50 percent.

The study also found that although the percentage of Hispanics who are college graduates has more than doubled since 1981, the percentage of those with one to three years of high school has declined, and there is little change in the percentage of high-school graduates.

The study also included information on the demographic characteristics of Hispanic Americans, Hispanics as consumers, and social values and cultural commitments among Hispanics.

Free copies of the report are available by writing or calling Mirta Cybulski, SIN Television Network, 460 West 42nd St., New York, N. Y. 10036; (212) 502-1300. —L.O.

Language Skills

Current language skills	Hispanics 1981	Hispanics 1984
Bilingual	47%	45%
Fluent in Spanish; enough English to get by	20	23
Know only Spanish	23	20
Fluent in English; enough Spanish to get by	9	9
Know only English	1	3
Fluent in Spanish	90	88
Fluent in English	57	57
Speak only Spanish at home	45	44
Language goals	**1981**	**1984**
Bilingualism	79	74
Fluency in Spanish	14	20
Fluency in English	7	6

Education

Educational level	Hispanics 1981	Hispanics 1984	Total U.S. 1984
8th grade or less	31%	30%	13%
1-3 years high school	30	23	17
High-school graduate	24	25	37
Some college	12	15	17
College graduate plus	3	7	16

Source: Taken from *Spanish U.S.A. 1984*, a study commissioned by SIN Inc. Copyright 1984. Reprinted by permission of SIN Inc.

Judge Upholds Disciplinary Policy

A Prince George's County, Md., circuit-court judge has upheld a district discipline policy that resulted in the expulsion earlier this year of a student for carrying a Swiss Army-type knife on school grounds.

Last April, two students reported to their teacher that a knife had fallen out of the pocket of Burleigh Odum, now 14, a student at Gwynn Park Middle School in Brandywine, Md.

Mr. Odum, who maintained he used the knife to sharpen pencils, was expelled by school administrators.

The school board upheld the expulsion in August because, members ruled, the student violated the board's code of student conduct, which prohibits carrying any sort of weapon in school.

Mr. Odum's parents subsequently brought suit against the school, requesting that their son be reinstated. Judge Jacob S. Levin, in a ruling released last week, upheld the expulsion and said the board should be the final forum for appeal in such disputes. Pending board approval, Mr. Odum will return to school in January. —A.N.T.

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A Special Report

In 72 pages and more than two dozen articles, *Education Week* examines the nation's quest for universal literacy and the role that society assigns to its schools in achieving that goal.

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TEACHERS

Teachers in Idaho who object to the "liberal" politics of the National Education Association and its affiliates announced this month that they are forming their own union.

Members of the new union, Independent Educators of Idaho, decided to split from Idaho's N.E.A. affiliate after becoming increasingly disenchanted with the union's support of Democratic candidates and various controversial issues, said Dianna Robertson, president of the group and a teacher at Ammon Elementary School in Idaho Falls.

N.E.A. members must "swallow the fact that their membership dues are being used to help elect Walter Mondale and push a host of controversial noneducational issues that many oppose," Ms. Robertson said at a Sept .7 press conference to announce the new union's formation.

The N.E.A. resolutions that members of the new group find objectionable include support of affirmative action for homosexual teachers, tax-paid abortions, gun control, and the proposed Equal Rights Amendment.

"We are not particularly worried about them siphoning off any of our members," said Gale Moore, a spokesman for the Idaho Education Association, an N.E.A. affiliate.

The N.E.A. is a "democratic organization" and the stands it takes on issues have been voted on by the members of the association, Ms. Moore added.

□

The National Education Association is conducting a $1.5-million television advertising campaign this fall that will focus on the key contributions teachers make to excellence in education.

"Our new TV spots highlight teachers who create the classroom spark that fires students' imagination and desire to learn," said Mary Hatwood Futrell, president of the teachers' union.

In addition to television clips, to be aired on the NBC and ABC networks, radio versions of the advertisements will be broadcast and promotional posters will be distributed to every school in the country.

□

The Council for Basic Education will award fellowships of $3,000 to teachers of the humanities in grades 9-12 to support study during the summer of 1985.

The fellowship program, now in its third year, is designed to recognize the importance of the humanities in a balanced curriculum and to give outstanding teachers an opportunity to enrich their knowledge of the humanities, said William J. Bennett, chairman of the National Endowment for the Humanities in a statement.

Funded by the N.E.H., the Andrew W. Mellon Foundation, and the Esther A. and Joseph Klingenstein Fund, the 150 fellowships will be awarded on April 15.

Full-time teachers with at least three-fifths of their schedule in the humanities, five years of teaching experience, and a master's degree or the equivalent are eligible.

For further information and applications, write Independent Study in the Humanities, Dept. 12, CN6331, Princeton, N. J. 08541. The deadline for applications is Dec. 1[illegible] —C.C.

Sept. 26, Oct. 3, 1984 Not Filmed

R4800-2 A

REFORMING

A federal judge has ruled that the Maryland legislature had a right to reform the state's public employees' retirement system, despite arguments by a teachers' union that changes would violate a contractual agreement.

See Page 5.

WRITING

New York City has instituted a $250,000 elementary-school writing program designed to foster in beginning writers a love for language and a sense of responsibility for their craft by stressing writing, rewriting, and editing.

See Page 10.

GIVING

A survey has found that overall giving to independent schools was down in 1982-83. But annual giving, gifts made by alumni and others in response to annual solicitations and usually applied to schools' operating budgets, was up.

See Pages 14 and 15.

EDUCATION WEEK

American Education's Newspaper of Record Volume IV, Number 6 · October 10, 1984

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From the TV Market to the Grocery Market

Schools Wooing Public With Media Campaigns

By Anne Bridgman

A New York City civic alliance has launched an aggressive, privately financed marketing campaign on behalf of the city's public schools. The $90,000 drive will feature full-page advertisements in major newspapers and magazines, videotape presentations in department stores in each of the five boroughs, posters on 3,000 public-transit buses, and a week-long celebration of students' academic achievements.

In California, Safeway Stores Inc., the grocery-store chain, has distributed throughout the state 12 million shopping bags emblazoned with a "Parents Are Teachers Too" logo as part of a campaign by the state department of education to encourage parental involvement in education.

And the National Association of Secondary School Principals last month sent to its 34,000 members a kit of pamphlets, posters, bumper stickers, decals, and T-shirt order forms based on the theme, "Education . . . a sound investment in America."

Such tactics are part of a growing effort by public schools and community and business groups to increase public support. Hoping to strengthen as well as benefit from the current national interest in schools, educators are also increasingly turning to television spots and radio public-service announcements, the publication of polished annual reports, and other communications strategies to reach out to their local taxpayers—an increasing number of whom are not parents.

The new stress on public-information activities has developed from school leaders' perception that, in the words of Claire

Continued on Page 14

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NEW YORK ALLIANCE FOR THE PUBLIC SCHOOLS

This advertisement contributed as a public service by ITT Corporation

Judge Assigns Class-Action Status to School Asbestos Suit

Case May Provide Means of Recovering Cleanup Costs

By Lynn Olson

In a long-awaited ruling that affects every school district in the nation, a federal district judge in Philadelphia has granted class-action status to a lawsuit by several school districts against 54 asbestos manufacturers.

The decision by U. S. District Judge James M. Kelly in effect creates a case in which all school districts in the country are represented unless they choose not to be. Since last spring, when Judge Kelly was asked by the districts in the case to rule on the class-action question, nearly all litigation by school districts against asbestos firms has been on hold. *(See Education Week, Oct. 3, 1984.)*

The lawsuit, *In Re: School Asbestos Litigation*, provides schools and school districts with a potential means for recovering costs associated with cleaning up asbestos in their buildings. It is the first nationwide class action involving manufacturers' liability for property damages due to the presence of asbestos products in public or private structures.

The suit began in the winter of 1983, when three public school districts in Pennsylvania and one in South Carolina decided to sue all of the major producers of asbestos construction and insulation products in the nation's schools, as well as the principal suppliers of raw asbestos, for the cost of removing or covering asbestos-containing materials in their buildings. The suit also seeks direct abatement action by the industry for remaining asbestos problems, continued maintenance of contained asbestos left in schools, and medical surveillance to identify and monitor children and school employees who may have been exposed to school asbestos.

"In my view the school-asbestos litigation is uniquely suitable to class-action treatment," Judge Kelly wrote in his Sept. 28 decision. "Instead of hundreds of thousands of school-asbestos cases in separate forums, the litigation would be concentrated in a single forum, thereby economizing litigation expenses."

'Extremely Important' Ruling

Herbert B. Newberg, a lead counsel for the plaintiffs, said the class-action decision "is an extremely important one" that protects the rights of schools that do not want

Continued on Page 16

Rights Bill Dies As Senate Moves To End Session

Opponents Use Tactics of Delay Against Measure

By James Hertling

Washington—The civil-rights bill fashioned to nullify the U. S. Supreme Court's narrow interpretation of the federal law barring sex discrimination in education died in the Republican-controlled Senate last week, the victim of a procedural morass and successful delay tactics by its opponents.

Legal experts said the effect of the bill's defeat on school-related civil-rights complaints was uncertain, but federal civil-rights officials have already indicated that only impact aid would be viewed as triggering coverage for an entire school district under the Supreme Court's interpretation.

Last week's delay tactics in the Senate caused the collapse of the bipartisan coalition that had supported the proposed civil-rights act of 1984. Its main Republican sponsor, Senator Bob Packwood of Oregon, accepted a G.O.P.-sponsored compromise, which was rejected by Senator Edward M. Kennedy of Massachusetts, the bill's leading Democratic sponsor. Objections by Senator Kennedy and others prevented the compromise from reaching the Senate floor.

The Senate voted mainly along party lines to kill the original civil-rights measure, a move offered by Senator Packwood to try to clear the way for the compromise. The bill had been attached as a rider to the emergency money bill for fiscal 1985 that had to be passed by last Thursday to keep the Education Department and most other

Continued on Page 17

Supreme Court Hears Arguments in N.J. Student-Search Case

By Tom Mirga

Washington—Although public-school students retain their rights under the Fourth Amendment when they enter the schoolhouse door, they are not exempt from searches by school officials if they are "reasonably" suspected of having violated school rules, a lawyer for New Jersey told the U. S. Supreme Court last week.

Education systems "cannot properly operate" if school officials are required to abide by the same standard that courts have set for police officers for deciding when a search is permissible, Allan J. Nodes, deputy state attorney general, told the Justices during arguments in *New Jersey* v. *T. L. O.* (Case No. 83-712), a lawsuit that could produce one of the most important decisions in years regarding the rights of students.

Other Court actions on page 12.

"This Court should be looking for a common-sense approach to what teachers face day in and day out trying to maintain discipline in their classrooms," he said.

Last week's arguments marked the second time this year that the Court has examined the case, which began in 1980 when a Piscataway, N. J., high-school teacher caught a student smoking in a restroom in violation of school rules.

When the student, identified in court papers as T. L. O., was brought before an assistant principal, she denied that she had been smoking and further claimed that she did not smoke at all. The assistant principal asked for her purse, examined it, and found not only a pack of cigarettes but also a small quantity of marijuana and materials indicating that she had sold the drug in school.

Continued on Page 17

IN SUMMARY

Progress Report in Boston
A two-year-old "compact" between Boston businesses and the city's public schools has helped raise test scores and reduce absenteeism, but it has affected the dropout rate only slightly. **Story on Page 6.**

Satisfaction Guaranteed
The University of Virginia's Curry School of Education, in response to recent criticism of education schools, has announced that it will "guarantee" the performance of its graduates. **Story on Page 8.**

Underdeveloped Talent
Schools are failing to nurture the science and mathematics talents of many students, according to educators surveyed by the Science Service and the Westinghouse Electric Corporation. **Story on Page 8.**

Divergent Conclusions
Two federal courts, one in Massachusetts, the other in Virginia, have reached divergent conclusions over whether a school must provide round-the-clock care for special-education students. **Story on Page 9.**

Docket Additions
The U. S. Supreme Court has added education cases to its docket, including a challenge to an Oklahoma law allowing schools to fire teachers who advocate or practice homosexuality. **Story on Page 12.**

An Approving Look Back
The Reagan Administration's top civil-rights official applauds the Supreme Court's rulings in the term that ended last July for their support of "the rights of individuals." **Story on Page 12.**

Budget Business
Congressional conferees approved $17.6 billion in education funding last week, but the Education Department shut down temporarily as lawmakers worked on a massive spending bill. **Story on Page 13.**

Excellence Without Equity?
A coalition of 50 groups representing 7 million women and minorities has charged that the excellence movement is "implicitly" ignoring or rejecting the goal of equity in education. **Story on Page 13.**

Appointments 21
Commentary .... 18 and 24
Databank .... 11 and 15
Deadlines 22
Events 21
Letters 19
Marketplace 23
Publishing Column 20

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THE WEEK

FEDERAL

Incidence of Mumps Continues To Fall, Health Agency Says

The incidence of mumps in the United States during the first 37 weeks of this year is down 13.5 percent from the same period a year ago, with two states and the District of Columbia reporting no cases of the infectious disease at all, the Centers for Disease Control reports.

According to the public-health agency, 2,113 cases of mumps were reported by the week ending Sept. 15. During the same period in 1983, 2,443 cases were reported.

The decrease in the cases of mumps in recent years can be attributed in part to the effectiveness of immunization laws that require students to obtain mumps and other vaccinations before they enter public schools, according to a C.D.C. report.

"Based on 1982 data, the reported mumps-incidence rate for states that required proof of mumps immunity for school entry was one-half that for the 19 states without such a law," according to the public-health agency.

"Further declines in the reported mumps-incidence rate can be expected as more children entering school are required to provide proof of mumps immunity for school attendance," the C.D.C. concludes.

Schools Receive National Award for Vocational Programs

The Education Department has recognized 10 schools for their exemplary programs in vocational education.

According to a spokesman for the department, the schools were selected last month from high schools and junior colleges nominated by state education departments and judged by 10 regional evaluation teams. The final selection of one award-winning school for each of the regions was made by the Education Department and approved by Secretary of Education Terrel H. Bell.

Selection criteria for the "Secretary's Awards for Outstanding Vocational Education Programs" include hands-on experience in shops or at work sites; cooperation with business, industry, and labor; and the job-placement rate of graduates.

The projects cited by the recognition program, now in its fourth year, include a forestry program in which high-school students operate a forestry business and use computers to solve fire problems and measure timber; a program that teaches high-school juniors and seniors food-service and restaurant management; and a 750-student magnet school that offers job training in 23 health areas and a complete academic curriculum.

The award-winning schools are: Enfield (Conn.) Public Schools; BOCES Southern Westchester in Valhalla, N.Y.; Luzerne County Community College in Nanticoke, Pa.; Okaloosa-Walton Junior College in Niceville, Fla.; Elgin Community College in Elgin, Ill.; Houston Independent School District; Ellsworth Community College in Iowa Falls, Iowa; Warren Occupational Technical Center in Golden, Colo.; Kapiolani Community College in Honolulu; and School District 13 in North Bend, Ore.

NATIONAL

I.B.M. Announces Expanded Training For School Leaders

The International Business Machines Corporation has decided to expand its "Education Executive Program," an effort begun last May to help school officials with their personnel and financial planning.

An additional 1,000 administrators from 175 school systems in the vicinity of I.B.M. plants and branch offices nationwide will be offered one week of training at the computer company's Southbury, Conn., conference center during the 1984-85 school year. I.B.M. will provide the training without charge but will not pay travel expenses.

Like the 300 administrators who participated in the program over the summer, the new group will attend workshops on such topics as financial planning, management strategies, and the administrative use of computers.

"We want to provide the same kinds of management training that have proven successful for I.B.M. and the private sector," said Dianne J. Lucca, a spokesman for the company.

"We felt it has made good sense for us to support education in areas where we work," she added. "The program has been very well received and we thought it would be natural to extend it."

Forty-one sessions will be held at the conference center. Each one will be attended by approximately 25 administrators, who will be chosen by their local superintendent of schools.

STATES

Business Leaders In Alabama Criticize Education System

Alabama's business community is generally displeased with the state's public-education system, although businessmen say recent moves toward school reform are a step in the right direction, according to the results of a recent survey of more than 120 Alabama businessmen and leaders in education and industrial development.

Public education was one of six major "business-climate weaknesses" cited in the report, "State of Alabama: Comparative Business Climate Analysis." The $85,000 study was commissioned by state officials to inventory the state's weaknesses related to economic development, according to Michael B. McCain, assistant director of the Alabama Office of Development.

The 123-page document revealed that 71 percent of those surveyed called public education in Alabama "substandard." According to a consultant with Fantus Company, the New Jersey firm that conducted the analysis, those surveyed were dissatisfied with the quality of teachers, the curriculum, and school facilities.

And although the industry representatives surveyed also expressed "general satisfaction" with the state's current high-school vocational-education programs, they suggested that the state identify and implement educational programs "to prepare graduates to cope with emerging technologies in manufacturing and white-collar industries."

Based on the survey findings, authors of the report suggested that state officials arrange additional funding methods for some postsecondary institutions; develop a "master plan" to support colleges and universities; set up retraining programs for displaced workers; and examine the "current educational philosophy and spending efficiency."

Mississippi Plans Smaller Classes In Early Grades

The newly appointed Mississippi Board of Education voted 6 to 1 last month to eliminate, as of next school year, all exemptions to a 1972 state law limiting class size to 27 students in grades 1-4.

In the past, Mississippi's former three-member state board had exempted many school districts from the law, said Yvonne C. Dyson, supervisor of accreditation of elementary schools for the state education department.

But the new board members—who assumed their positions July 1

6th Grader Sparks Campaign For Homeless in Philadephia

By Vernon Loeb
Special to Education Week

PHILADELPHIA—What started as a donation by a 6th grader of a pillow and a blanket to a homeless man here has turned into a full-fledged campaign for this city's homeless.

In the process, the dramatically mushrooming operation—complete with television attention and talk of movie and book deals—has turned the lives of the young donor, Trevor K. Ferrell, and his family upside down.

Last December, a television program on urban street people prompted 12-year-old Trevor of Gladwyne, Pa., to ask his parents how he could help. Frank and Alice Ferrell and their son drove into Philadelphia that night to give bedding to a homeless man on the sidewalk in front of the Union League, an exclusive businessmen's club. *(See Education Week, April 4, 1984.)*

Soon, a local weekly newspaper picked up the story and people started volunteering to help Trevor distribute food and coffee to the homeless. And when the national media carried the story, letters and contributions poured in from every state in the nation and foreign countries.

Someone donated a van. A religious leader offered a 33-room mansion in north Philadelphia to be used to house the homeless people. And a local McDonald's restaurant started supplying Big Macs and cheeseburgers for the nightly food runs from the affluent Main Line area of the city to a park on downtown 12th Street.

Trevor appeared numerous times on national television. His story was beamed around the world by the Voice of America. A book is planned for the spring by Harper and Row Publishers. A movie by one of Hollywood's most successful directors is in the works.

And this month, Trevor Ferrell will join Mother Theresa and Mahatma Ghandi as a recipient of the esteemed John-Roger Foundation's International Integrity Award, which includes a grant of $10,000 for each recipient.

Failed 6th Grade

But as Trevor's father is the first to point out, "It isn't all peaches and cream."

Because of the time and effort he devoted to helping the street people last year, Trevor, who is dyslexic, failed the 6th grade at his local public school and is making up the year at a private school now. Last month, he enrolled in the Woodlynde School in Radnor, which offers small classes for average-to-bright children who have difficulty learning in large classrooms, Mr. Ferrell said in an interview last week.

Last year, when Trevor's actions were publicized, classmates at the Welsh Valley Middle School taunted him, Mr. Ferrell said, calling him "the blanket boy" and "the friend of the bums."

"He came home crying many days," he added. "It's been hard for him, always having to watch everything that he says. But it's something that made him stronger."

And during "Trevor's campaign"—the title one local newspaper gave to the boy's efforts to help the homeless—Mr. Ferrell said he personally was faced with some difficult questions about how deeply he should allow his son to become involved.

"He has created an international awareness," Mr. Ferrell said. "Do I let him do that or do I make him do his homework?"

But Mr. Ferrell said he reconciled the situation by letting Trevor "do his thing," a decision he does not regret. "He's handling it very well," he said.

This year, however, the Ferrells have restricted Trevor's visits into Philadelphia on behalf of the homeless people to two nights a week. And Trevor himself has decided that he does not want to be picked up at his new school in the van, which carries a "Trevor Cares" sign.

Financial Troubles

Financially, Trevor's campaign is desperately short of money, according to the Ferrells. Mr. Ferrell, who sold a small electronics business to run the campaign, says the dilapidated mansion that was donated to the cause as a shelter needs $25,000 worth of plumbing, among other repairs. With sewage collecting in the basement, Mr. Ferrell refers to the home as "an albatross hanging around my neck."

Emotionally, the Ferrells have had to deal with the stress that the notoriety has brought to their family, which includes three other children. They are also having to answer to people who are questioning their motives for allowing the campaign to escalate to such a degree: Currently, 75 Main Line families are cooking meals for Philadelphia's homeless on a nightly basis and a local social-service agency is coordinating a national campaign that now has chapters in five cities.

"I honestly didn't push him into this," Mr. Ferrell said. "Trevor pulled us. I have doubts in my own head as to how I should have done this, but if I had to do it again, I probably would have done it the same way. I don't question our motives. I feel good about our motives."

Trevor's reaction to the sensation is positive: "I'm glad I'm helping so many people," he said.

PHILA. INQUIRER LARRY PRICE

Trevor, 12, helps a homeless man on Philadelphia street.

DATABANK

Changes in State Fiscal Conditions And Appropriations for Education

Officials of 31 states named education as the leading budget issue considered in 1984, with Southeastern states placing a "very high priority" on education, according to a 50-state survey conducted by the National Council of State Legislatures. The following tables—showing states' 1984 and 1985 projected end-of-the-year balances as a percentage of general-fund spending and the percentage increase of state appropriations for education—illustrate how education benefited from the states' strengthened financial positions in fiscal 1984. The council notes in its report, "State Budget Actions in 1984," that states should maintain their healthy financial positions into 1985, but cautions that financial reserves remain low.

Year-End General-Fund Balances as a Percentage of General-Fund Spending, FY 1984 and FY 1985

State	1984 %	1985 %
New England:		
Connecticut*	4.4	6.2
Maine	0.9	0
Massachusetts*	1.0	1.0
New Hampshire*	-0.9	9.1
Rhode Island	2.3	0.6
Vermont	-10.5	-5.6
Middle Atlantic:		
Delaware	13.5	11.5
Maryland	0.1	0.1
New Jersey	8.3	10.3
New York	0.3	0.6
Pennsylvania	1.0	0.4
Great Lakes:		
Illinois	2.3	2.2
Indiana	3.5	5.3
Michigan	5.1	7.9
Ohio*	2.4	1.5
Wisconsin	6.8	4.3
Plains:		
Iowa	0.4	0.3
Kansas	6.4	6.4
Minnesota	5.6	8.0
Missouri	8.7	10.5
Nebraska	1.8	4.8
North Dakota	23.7	12.0
South Dakota	8.0	2.8
Southeast:		
Alabama*	7.1	0.7
Arkansas	2.0	1.8
Florida	1.8	3.0
Georgia	1.1	1.2
Kentucky	3.4	4.2
Louisiana	0	-0.5
Mississippi*	0.5	0.5
North Carolina	6.4	0
South Carolina	4.6	4.6
Tennessee	2.6	2.2
Virginia*	1.2	0.4
West Virginia	5.7	1.3
Southwest:		
Arizona	2.4	4.0
New Mexico	8.9	6.8
Oklahoma	0	5.4
Texas	0.9	0.1
Rocky Mountain:		
Colorado	3.4	5.4
Idaho*	3.2	-3.5
Montana	11.5	6.3
Utah*	1.5	0.1
Wyoming	83.6	66.5
Far West:		
California	1.8	4.5
Nevada	16.6	19.0
Oregon*	0.8	1.5
Washington*	1.1	0.3
Alaska	11.0	2.4
Hawaii	5.7	2.9

*** Notes:**

Ala.—Data combines state general fund and Alabama Special Education Trust Fund.

Alaska—The FY 1984 expenditure figure includes some approximations made with an effective date in FY 1984 but which will realistically take place in FY 1985. Amount = $278.4 million. The FY 1985 expenditure figure does not include $300 million which the general fund owes the permanent fund.

Conn.—Includes transportation fund. FY 1985 revenue estimate is a recent update. Of the $89.6 million balance in FY 1985, $4.6 million will remain in the transportation fund, approximately $41 million will go into the Rainy Day Fund, and the balance will be used to pay off debt ahead of schedule.

Idaho—FY 1985 revenues and expenditures exclude $40.4 million above FY 1984 levels resulting from accounting changes. FY 1985 expenditure figure does not reflect an executive order to reduce appropriations by $14.3 million.

Ky.—The ending balance is pledged to the surplus account and is accumulated for FY 1984 and FY 1985.

Mass.—Data denotes consolidated funds.

Miss.—Data excludes all special source funds.

N. H.—FY 1985 revenues and appropriations have not been revised to reflect the fact that revenue has been increasing faster than projected when the budget was enacted last year.

N. D.—Biennial data has been divided into two equal parts. The FY 1984 revenue figure is lower than the FY 1985 revenue figure due to a change in collections (changed from quarterly to monthly). This one-time collection results in an additional $100 million for the first year of the biennium.

Ohio—FY 1984 expenditure figure includes transfer of $87 million to earmarked education fund required by anticipated enactment of S. B. 382; also includes $20-million refund liability due to *American Bank & Trust* v. *Dallas County*.

Ore.—Biennial data has been divided into two equal parts.

Utah—Includes Uniform School Fund.

Va.—Biennial data has been divided into two equal parts.

Vt.—FY 85 deficit is now expected to be less than indicated above, but no official estimate has been issued.

Wash.—Biennial data has been divided into two equal parts.

Source: "State Budget Actions in 1984," by Steven D. Gold and Corina L. Eckl, pages 4-5. National Conference of State Legislatures, September 1984.

Percentage Increase In Appropriations for Elementary and Secondary Education

State	Percent Increase
New England:	
Connecticut	12.3
Maine	7.8
Massachusetts	11.3
New Hampshire	-1.7
Rhode Island	11.3
Vermont	4.7
Mid Atlantic:	
Delaware	7.7
Maryland	17.5
New Jersey	9.8
New York	10.0
Pennsylvania	7.6
Great Lakes:	
Illinois	2.7
Indiana	9.5
Michigan	12.2
Ohio	7.0
Wisconsin	6.3
Plains:	
Iowa	6.5
Kansas	10.6
Minnesota	5.9
Missouri	1.5
Nebraska	0.9
North Dakota	N/A
South Dakota	3.6
Southeast:	
Alabama	18.3
Arkansas	17.5
Florida	10.0
Georgia	10.8
Kentucky	1.3
Louisiana	7.5
Mississippi	2.6
North Carolina	18.4
South Carolina	33.3
Tennessee	22.8
Virginia	11.5
West Virginia	15.6
Southwest:	
Arizona	7.9
New Mexico	7.6
Oklahoma	3.9
Texas	24.5
Rocky Mountain:	
Colorado	7.8
Idaho	15.3
Montana	4.1
Utah	10.6
Wyoming	16.2
Far West:	
California	14.5
Nevada	-0.4
Oregon	2.3
Washington	13.7
Alaska	12.4
Hawaii	-1.8

N/A Comparable data was not provided for North Dakota.

Source: "State Budget Actions in 1984," by Steven D. Gold and Corina L. Eckl, page 25. National Conference of State Legislatures, September 1984. The original table also included percentage increase of appropriations for higher education and general fund.

Schools Seek Public Support With Media Campaigns

Continued from Page 1

Steps
cellence
"Mary's so turned on to reading she forgets to turn on the tv.
GO PUBLIC!
Send your child to a New York City public school.
cation
ound
ment in AMERICA
What kind of kids win the Westinghouse Science Competition?
Education ...a sound investment i

Flom, chairman of the New York Alliance for the Public Schools, "the more people know about the public schools, the more satisfied they are with them."

'We Need To Do More'

"What we're seeing is a greater effort to communicate on the part of the school districts," said Virginia M. Ross, director of public relations for the National School Public Relations Association, a 50-year-old organization representing 1,600 public-information officers employed by school districts, state education departments, and state boards of education.

"There has been a growing awareness that we need to do more. . . . We'd better do a better job of communicating than we are doing."

That awareness, she noted, is in part a response to recent reports, including the National Commission on Excellence in Education's "A Nation at Risk," that recommended school-improvement measures.

"Many districts felt they had been [improving the schools] for some time," Ms. Ross said. "I think they said, 'We're doing this, but the public did not seem to know we were doing this.' "

A second factor in the stepped-up public-relations efforts, Ms. Ross said, is the growing number of adults without children in public schools. According to the U. S. Census Bureau, 72 percent or more of the adults in most communities fit into this category.

"This increases the need [for public awareness] because when you take that group of people and say, 'Where do you get your information about schools?' you find they get it from the media, they do not get it from the local school districts," Ms. Ross noted. "Since those people are the ones whose tax dollars support the schools, there is the need for those people not only to know, but to be involved in their schools."

As the N.A.S.S.P. put it in an introductory pamphlet accompanying its public-awareness kit: "It's not enough to say that schools are good and expect the public to accept that fact."

Change in Profession

The shift from the public-information office's traditional news-release function to active promotion of local schools is pervasive. The Baltimore County, Md., school system went so far last May as to make the change official by converting its public-information office into a marketing office.

"The whole profession has changed," noted Ms. Ross of the school public-relations association.

Public-school campaigns and promotional efforts have not necessarily been costly for the districts, maintain Ms. Ross and a number of district public-information officers.

"I'm not seeing big jumps in budgets at all," Ms. Ross said. Instead, she said, she finds an emergence of cooperative ventures involving school boards, parents, business representatives, and educators in an effort to promote the public schools. "Groups that seemed to move in isolation before are now forming coalitions," she said.

The corporate sector is playing a major role in many of those coalitions, those involved with school public-relations programs note.

In the campaign sponsored by the New York Alliance for Public Schools, for example, the I.T.T. Corporation produced and underwrote the full-page print advertisements, Chemical Bank is promoting the campaign in branch offices throughout the city, and Time Inc. has provided funds for the publication of a quarterly newsletter for the alliance. An additional 22 corporate sponsors have contributed to this month's campaign.

Increased Involvement

Barbara Kudlacek, director of communications for the Topeka (Kan.) Public Schools, said she agrees that the new public-relations efforts need not be expensive.

"Actually, we're spending less, if you adjusted it for inflation," she said. "The switch is more toward involvement kinds of activities rather than publishing and sending information out."

"The research tells me that . . . to get people really committed to something, they need to be really involved in it," she noted. "Very few people's opinions change based on what they read unless they don't have an opinion to begin with. If you really want to get them on the bandwagon, you have to find ways to involve them."

The 15,000-student district's efforts to involve the community in the local schools include an adopt-a-school program with area businesses, a volunteer corps of 5,000 people, and regular meetings between a school principal and a senior citizens' group, according to Ms. Kudlacek.

"When I came here about 10 years ago, we focused on communications in general and just on parents," she noted. "Because we have become more aware of the change in demographics—that only 25 percent of the population are parents—we have really stressed expanding our communications efforts to other groups."

"Tax support to pay for the schools," she added, "comes from the entire community, not just the parents."

Parents, however, do continue to play a role in schools' public-information efforts. For the 5.4-million-member National Congress of Parents and Teachers, for example, citizen involvement has always been viewed as a means of increasing public support for the schools.

"P.T.A.s should be helping promote the good things that are going on in the schools and telling the community about the progress that schools are making," said Tari Marshall, public-relations director for the National P.T.A. "Our members are more aware of the need for such efforts now."

In Dallas, where two-thirds of the adults living in the city have no children in public schools, the public-relations unit of the Dallas Unified School District has expanded its repertory in the last few years.

New Efforts

"When you start talking about going outside and communicating with people, a lot of the traditional things for us—such as a note sent home with students for parents—won't work any more," said Rodney Davis, director of information services for the district, which employs 50 people in public-relations and communications efforts.

"We're looking for all kinds of ways to get people involved in the schools because people usually support that which they're involved in," he said.

Among the district's programs are a corporate adopt-a-schools project with 2,153 business sponsors; a volunteer program with 12,760 volunteers; a cable-television station that produces educational programs; a graphics and printing department; and 16 telephone lines to handle inquiries and comments from the public, Mr. Davis said.

Technological Aid

In the Los Angeles Unified School District, which has recently installed word-processing equipment to double its output of news releases to the local press, there has been a "tremendous" response to the effort, according to Eva S. Hain, director of the public-information unit.

The stepped-up coverage of education in the press and the resultant increased awareness of the public has paid off, Ms. Hain said. "Education has become a topic of general concern, and in the last two years, the California state legislature has given additional funds for improving schools and school programs. We are making sure from our end that legislators in the community know that that money is being well spent."

"Building a high degree of confidence in schools and in educators among members of the general public is a goal of all of us," wrote Dale E. Graham, president of N.A.S.S.P., in a letter introducing the association's public-awareness kit. "If all of us spend a little time this year and in subsequent years to build greater support for education, students, educators, and the broader community will benefit."

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You can use one of the order cards on page 7 of this issue.

DATABANK

Independent Schools Report Decline in Total Donations

Overall giving to independent elementary and secondary schools decreased by 5.2 percent in 1982-83, according to a report from the Council for Financial Aid to Education.

But all types of annual giving, donations made by alumni and others to annual solicitations and usually applied to schools' operating budgets, increased between 1981-82 and 1982-83, according to a review of the survey data by the National Association of Independent Schools.

The independent-schools group joined the C.F.A.E. and the Council for Advancement and Support of Education, a higher-education organization, in co-sponsoring the report.

According to the report—the 24th annual edition of the *Survey of Voluntary Support of Education*—giving to independent schools declined from a total of $295 million in 1981-82 to $276 million the next year.

The report was based on surveys of 480 schools in 1982-83 and 486 schools in 1981-82. The 390 schools that responded to both surveys reported a decline in overall gift support of 5.4 percent.

Capital Donations

A decrease in funds from "capital" gifts, usually one-time contributions that are used to build endowments or buildings, accounted for the overall decline in donations, according to the report. Such gifts amounted to $167.3 million at the 480 schools surveyed in 1982-83, down from $198.5 million at 486 schools in 1981-82.

The report attributed the decline in capital-gift totals to several unusually large gifts made during the 1981-82 school year. An official of the N.A.I.S. noted that Albuquerque Academy in New Mexico received a gift of approximately $25 million that year. In general, capital contributions have been rising in recent years, the official said.

Annual Giving

According to the N.A.I.S., total annual-giving revenue at independent schools rose by 13 percent from the previous year, from $81.6 million to $92.5 million. The schools surveyed in 1982-83 received an average of $192,800 each in annual-giving donations, compared with an average of $167,900 the year before.

Among the other N.A.I.S. findings:

- Giving by alumni increased by 11 percent from 1981-82 to 1982-83, to $33.5 million, and more alumni responded to annual-giving solicitations—28.1 percent responded in 1982-83 versus 26.7 percent in 1981-82. The average alumni gift rose 2.7 percent, from $118 to $121.
- Giving by non-alumni parents rose from $25.2 million to $28.9 million; the number of donors rose from 107,395 to 116,743.
- Donations from corporate sources rose to an all-time high of $12.5 million in 1982-83, an increase of 12.3 percent from the previous year. Corporate contributions totaled 4.5 percent of overall giving to independent schools. —T.T.

DATABANK

Private Schools With Highest '82-'83 Support

Private Secondary and Elementary Schools	Enrollment	Volume of Support (in dollars)			Sources of Support (in dollars)						Support Through The Annual Fund				Vital Statistics (in dollars)	
		Grand Total of Support	Current Operations	Capital Purposes	Corporations and Business	Religious Denominations	Alumni	Non-Alumni Individuals	Foundations	Other Groups and Sources	Total Number of Alumni of Record	Number of Alumni Solicited	Number of Alumni Donors	Dollar Value of Alumni Gifts	Expenditures—Educational, General, and Student Aid	Endowment—Market Value
Asheville School, N. C.	211	1,465,626	201,186	1,264,440	27,429	0	649,613	221,851	586,733	0	2,715	2,210	433	115,925	1,864,569	3,400,000
Baylor School, Tenn.	598	1,216,453	513,509	702,944	10,290	0	506,848	104,205	585,110	0	4,213	4,213	1,104	339,079	4,112,884	17,000,000
Berkshire School, Mass.	438	1,286,470	329,686	956,791	31,589	0	876,560	326,103	52,227	0	3,250	3,075	1,022	139,335	3,984,736	2,100,000
Bishop's School, Calif.	498	1,078,479	188,364	890,115	55,329	7,418	46,144	484,208	485,362	0	2,912	2,346	313	23,039	2,502,243	1,172,735
Blair Academy, N. J.	345	2,604,612	294,859	2,309,753	19,873	2,875	2,314,222	142,642	68,000	57,000	4,409	4,409	1,080	134,098	1,857,629	7,347,566
Blake Schools, Minn.	1,115	2,449,735	511,390	1,938,345	413,405	0	931,770	884,466	215,495	4,600	3,500	3,500	1,071	116,930	6,016,522	8,391,542
Bolles School, Fla.	950	1,851,393	235,035	1,616,358	451,092	0	673,055	303,165	334,081	0	7,375	3,456	655	95,055	3,765,000	2,000,000
Brearly School, N. Y.	617	1,593,743	544,888	1,048,855	30,501	0	620,770	791,771	119,750	30,951	3,166	2,923	1,186	216,672	3,807,994	7,012,334
Brooks School, Mass.	322	1,145,556	393,308	752,248	36,757	0	644,648	21,001	432,000	11,150	2,112	1,950	863	129,225	3,874,296	15,405,500
Canterbury School, Conn.	295	1,402.539	203.567	1.198.972	0	0	1,049,584	301.755	51,200	0	2,484	2.369	693	114,490	2,970.506	962,656
Cate School, Calif.	233	1,704,732	333.530	1,371.202	56.676	0	358,293	566,344	723,419	0	1,450	1,450	471	94.516	2,827,346	3,985,715
Chapin School, N. Y.	306	1,450,539	360.173	1.090.366	55,488	0	494,759	780,592	119,700	0	2.977	2.728	1,023	133.916	3,747.911	9.522.292
Chatham Hall, Va	156	1,324,451	296.455	1,027.996	19,103	0	395,322	353,526	556,500	0	3,024	2.763	1.045	141.078	1,659.761	2.969.284
Choate Rosemary Hall, Conn.	976	3,098.779	1,241.626	1,857.153	74,720	0	1,751,301	596.726	676,032	0	10,420	9.746	3,912	730.238	11.708.825	30.656.295
Collegiate Schools, Va.	1,370	1.008.783	314.784	693.999	1.436	0	73,910	599,728	160,000	173.709	2.906	2.800	676	35.853	4,471,000	1,781,934
Cranbrook School, Mich.	1,415	1,240.255	901,791	338.464	50.302	0	280,877	672.226	236,850	0	6,477	5,616	1.884	151,685	10.498,800	7,750,800
Culver Educational Foundation, Calif.	812	3.257,373	889.257	2.368.116	314,552	0	1,272,315	189,784	548.520	932,202	9.150	9,150	1,469	454,826	10.111.296	29,912.000
Curtis School, Calif.	388	2,091,655	1,617,014	474,641	43,071	0	3,702	379,182	30,000	1,635,700	1,220	900	25	2,654	1,900,000	4,600,000
Dalton School, N. Y.	1,236	1,253,040	459,367	793,673	12,033	0	31,190	1,169,817	40,000	0	2,292	2,292	105	6,510	7,133,138	2,397,242
Dana Hall School, Mass.	449	1,169,653	306,673	862,980	14,138	0	562,928	518,909	56,000	17,680	6,133	5,813	2,143	179,183	4,188,330	5,275,500
Deerfield Academy, Mass.	556	2,317,845	1,443,999	873,846	85,587	0	1,173,121	473,261	583,226	650	8,830	8,269	4,349	800,709	7,837,154	31,980,663
Fort Worth Country Day School, Tex.	893	1,268,594	295,927	972,667	3,575	0	5,587	185,737	967,835	105,860	692	602	105	5,187	3,392,497	2,406,784
Foxcroft School, Va.	199	1,377,893	282,294	1,095,599	16,364	0	651,845	98,179	613,505	0	1,912	1,836	766	137,107	2,900,875	7,883,116
Georgetown Visitation Prep. School, D. C.	380	1,136,278	185,278	951,000	3,220	0	928,391	34,799	38,100	71,768	4,074	3,824	1,042	50,146	1,350,776	777,750
Gilman School, Md.	906	1,211,254	290,167	921,087	22,133	0	720,602	285,989	173,905	8,625	3,645	3,645	1,641	152,590	4,675,901	8,900,000
Gilmour Academy, Ohio	464	1,020,544	339,249	681,295	11,365	0	48,458	723,851	90,887	146,003	1,860	1,400	583	41,310	2,799,563	1,202,051
Greenwich Country Day School, Conn.	693	1,391,663	246,534	1,146,129	79,283	0	53,405	957,251	140,144	161,500	2,200	2,000	151	16,663	3,219,006	3,990,962
Groton School, Mass.	311	2,998.719	615,904	2.382.815	31,707	0	1,971,125	676.487	319,400	0	2,514	2,064	1,373	333,213	3,693,992	29,556,296
Hawken School, Ohio	805	1,138,210	376,304	761.906	1,430	0	686.822	275.660	124,298	50,000	1,973	1,871	940	94,899	4,893,872	5,212,851
Heritage Hall School, Okla.	912	1,229,350	15,041	1,214,309	27,650	0	0	1,188,594	13,106	0	1,000	0	0	0	2,671,995	189.574
Hill School, Pa.	438	1,290,304	841,439	448,865	44,666	0	860,848	203,836	180,954	0	6,995	6,914	2,651	527,626	5,290,778	19,992,000
Holland Hall School, Okla.	995	3,619,547	227,013	3,392,534	10,116	0	2,504	3,606,927	0	0	NA	NA	46	2,504	3,565,323	13,259,856
Hotchkiss School, Conn.	527	3,007,040	1,296,935	1,710,105	149,848	0	2,174,319	235,986	408,187	38,700	6,161	6,028	2,820	889,391	7,282,000	46,200,000
Kent School, Conn.	638	1,581,435	560,765	1,020,670	67,598	0	1,046,685	263,551	50,000	153,601	4,872	4,585	1,745	221,685	7,298,746	6,351,311
Kinkaid School, Tex.	1,218	1,417,311	1,072,764	344,547	112,164	0	216,522	592,383	147,600	348,642	3,300	3,300	169	206,372	5,675,994	9,654,631
Kiskiminetas Springs School, Pa.	267	3,223,415	124,223	3,099,192	6,325	0	3,011,200	49,195	156,695	0	3,249	3,249	504	67,484	2,161,000	3,486,000
Lawrenceville School, N. J.	652	2,208,316	1,150,065	1,058,251	122,535	0	1,532,756	360,355	190,670	0	10,453	10,316	3,801	823,043	8,784,929	50,000,565
Loomis Chaffee School, Conn.	714	1,186,955	558,912	628,043	45,888	0	769,355	156,277	169,940	45,496	7,929	6,604	1,924	294,088	NA	14,816,017
Low-Heywood Thomas School, Conn.	284	1,119,374	90,435	1,028,939	6,555	0	10,474	102,345	1,000,000	0	1,500	1,400	220	10,474	1,366,684	375,000
McCallie School, Tenn.	657	1,425,663	524,107	901,556	212,923	0	762,591	137,565	286,427	26,157	5,300	5,050	2,065	282,221	4,227,334	4,291,712
Madeira School, Va.	336	1,619,165	533,106	1,086,059	7,606	0	535,223	316,662	759,475	0	4,935	3,668	1,760	383,666	3,579,802	6,600,000
Marlborough School, Calif.	460	1,158,656	278,127	880,529	3,771	0	124,211	315,886	714,000	786	3,712	3,712	729	90,006	2,589,662	4,000,000
Marymount High School—Westwood, Calif.	340	1,937,929	567,329	1,370,600	63,000	50	44,211	156,500	1,617,550	58,618	2,500	1,850	150	29,620	1,266,700	142,000
Mercersburg Academy, Pa.	389	1,251,304	408,866	812,438	38,516	5,154	653,201	85,626	253,235	15,572	9,256	9,256	3,223	311,283	4,016,268	8,792,936
Milton Academy, Mass.	892	1,793,438	1,113,492	679,946	53,187	0	948,065	485,136	307,050	0	5,312	5,122	2,329	352,154	8,109,525	21,289,443
Miss Porter's School, Conn.	309	2,430,474	633,512	1,796,962	38,516	0	1,530,395	677,938	181,500	2,125	4,670	4,247	2,367	393,137	3,564,967	14,044,796
Noble and Greenough School, Mass.	426	1,222,162	330,781	891,381	80,337	0	714,414	399,760	0	27,651	2,112	2,112	1,187	169,776	3,558,958	6,423,005
North Shore Country Day School, Ill.	408	1,008,674	333,038	675,636	118,386	0	419,906	343,097	6,750	120,535	2,720	2,544	619	64,809	2,773,800	1,385,692
Northfield Mount Hermon School, Mass.	1,152	2,560,871	1,057,609	1,503,262	63,352	0	908,626	831,840	757,053	0	20,960	20,750	5,010	592,304	13,631,108	30,952,780
Pembroke-Country Day School, Mo.	496	1,527,910	311,647	1,216,263	28,755	0	225,170	1,150,750	67,235	56,000	1,969	1,969	1,146	133,623	2,897,937	1,553,527
Phillips Academy Andover, Mass.	1,216	5,414,263	1,787,245	3,627,018	227,954	0	3,236,270	821,815	1,065,739	62,485	21,877	17,577	6,850	1,152,695	16,433,894	102,643,949
Phillips Exeter Academy, N. H.	971	6,159,819	1,578,387	4,581,432	260,855	0	4,046,582	527,979	1,324,403	0	17,523	15,484	7,049	1,256,434	13,657,453	70,203,323
Pine Crest Preparatory School, Fla.	1,380	1,073,170	215,218	857,952	118,584	0	10,820	858,766	85,000	0	2,170	1,500	70	6,000	7,729,750	1,599,341
Pingry School, N. J.	750	2,114,288	264,276	1,850,012	20,400	0	512,702	693,926	887,260	0	3,025	3,025	922	100,954	5,579,570	869,092
Polytechnic School, Calif.	740	1,096,304	476,295	620,009	44,941	0	266,367	408,331	181,606	135,000	3,100	2,729	687	91,335	3,518,361	4,925,267
Portsmouth Abbey School, R. I.	266	1,363,423	570,134	793,289	28,373	0	475,981	798,069	61,000	0	1,909	1,738	640	132,803	2,448,112	3,536,129
Punahou School, Hawaii	3,700	2,301,880	1,011,116	1,290,764	229,963	0	947,760	803,960	320,197	0	18,086	17,039	4,117	341,444	12,873,606	17,000,000
Renbrook School, Conn.	474	1,709,781	137,107	1,572,674	19,695	0	33,044	1,625,442	10,000	21,600	1,497	1,497	174	11,274	2,167,000	937,000
Riverdale Country School, N. Y.	978	1,005,787	426,263	579,524	3,400	0	40,761	863,001	98,625	0	3,500	2,800	307	28,219	5,405,562	931,380
St. Christopher's School, Va.	876	1,004,285	308,229	696,056	40,952	0	580,963	299,076	63,294	0	3,044	2,774	1,573	170,400	5,264,375	2,145,477
St. John's School, Tex.	1,072	1,819,813	550,278	1,269,535	21,125	0	137,633	724,799	938,256	0	1,891	1,675	807	91,537	5,175,927	6,411,819
St. Mark's School, Mass.	314	1,402,998	447,498	955,500	35,560	0	888,829	259,859	218,750	0	2,523	2,295	1,272	316,326	3,399,771	13,721,843
St. Mark's School of Texas, Tex.	740	1,547,158	740,934	806,224	30,565	0	218,416	747,892	485,285	65,000	1,677	1,721	1,084	180,444	4,197,943	11,437,653
St. Mary's Hall, Tex.	738	1,173,690	373,195	800,495	3,573	100	115,376	422,914	630,727	0	2,319	2,319	298	80,737	1,235,927	4,278,740
St. Paul's School, N. H.	499	2,863,052	973,500	1,889,552	150,151	0	1,543,012	510,289	659,600	0	6,530	5,699	2,849	484,240	9,777,699	80,200,000
St. Timothy's School, Md.	121	1,982,516	307,564	1,674,952	16,432	0	878,450	195,487	888,100	4,047	2,700	2,602	1,311	211,989	1,922,454	3,415,604
Sidwell Friends School, D. C.	1,005	1,177,552	557 002	620,550	24,097	7,000	184,235	748,174	213,955	91	3,257	3,157	873	48 000	5,891,997	1,176,848
Stony Brook Schook, N. Y.	381	1,116,021	457,976	658,045	0	3,164	357,345	535,425	200,644	19,443	2,529	2,250	948	164,039	3,101,526	2,328,793
Taft School, Conn.	523	3,496,333	811,049	2,685,284	0	0	2,075,835	772,498	648,000	0	5,500	5,345	2,425	542,407	4,349,909	18,103,126
Thacher School, Calif.	228	1,258,947	378,187	880,760	18,849	0	859,697	229,576	145,400	5,425	2,208	1,693	831	212,275	2,364,076	5,704,635
Trinity Valley School, Tex.	635	1,390,709	113,160	1,277,549	0	0	4,126	82,879	1,289,151	14,553	NA	NA	22	4,126	2,007,960	1,971,296
University School, Ohio	797	1,204,958	663,629	541,329	33,012	0	680,539	286,906	204,501	0	3,962	3,850	1,676	358,917	4,467,656	4,830,000
University School Milwaukee, Wis.	769	1,553,219	300,806	1,252,413	118,910	0	785,774	302,465	316,020	30,050	6,000	6,000	715	135,717	3,496,484	5,101,246
Ursuline Academy of Dallas, Tex.	700	1,533,090	322,281	1,210,809	38,350	0	105,089	968,428	380,685	40,538	3,600	3,200	531	63,227	1,878,976	3,290,000
Virginia Episcopal School, Va.	258	1,413,338	232,405	1,180,933	23,993	600	472,681	353,556	562,508	0	2,495	2,233	1,023	128,101	1,739,924	2,047,992
Western Reserve Academy, Ohio	340	1,649,013	314,706	1,334,307	89,507	275	911,308	265,150	379,814	2,959	3,200	3,200	1,388	146,251	3,779,220	19,035,977
Westminster School, Conn.	334	2,087,437	342,635	1,744,802	89,721	2,500	757,977	462,949	774,090	200,	2,275	2,23	805	110,388	1,424,235	6,467,197
Westminster Schools, Ga.	1,681	1,013,096	525,878	487,218	28,616	0	184,374	849,507	161,975	10,625	7,400	6,600	2,023	154,899	7,599,225	10,753,630
Westover School, Conn.	172	2,308,724	334,589	1,974,135	37,578	0	1,942,897	115,825	208,124	4,200	3,115	2,850	1,443	211,659	2,093,100	4,692,046
Westtown School, Pa.	617	1,152,843	356,599	796,244	33,947	83,156	427,565	474,165	124,000	10,010	6,194	5,229	1,206	129,709	4,000,000	9,000,000
Woodberry Forest School, Va.	369	2,641,036	950,354	1,390,682	36,773	0	1,422,445	277,182	904,636	0	6,091	4,020	2,080	338,953	2,458,847	15,935,378

Source: 1982-1983 *Voluntary Support of Education*, prepared by the Council for Financial Aid to Education and jointly sponsored by the Council for Advancement and Support of Education and the National Association of Independent Schools

R4800-2A

MONEY

A coalition of 138 Ohio school districts, protesting school-finance reforms officials say are crippling their budgets, has issued a four-point platform calling for a revised state-aid formula that allows for inflation-based growth.

See Page 5.

MONEY

A plan to change Rhode Island's school-aid formula would increase state aid to districts by more than $30 million over five years. And a proposed change in Minnesota's aid formula would increase the state share, but not the amount.

See Page 6.

MONEY

Terming the existing system of day care for children haphazard and unacceptable, a House committee has issued a report calling for federal tax benefits for child care and incentives for schools and employers to provide day-care services.

See Page 11.

EDUCATION WEEK

American Education's Newspaper of Record

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The Rise of the Fundamentalist Christian School

Raises Membership Issue For Independent Schools

By Cindy Currence

Leaders of independent-schools associations are re-examining their membership standards in light of a growing number of membership inquiries from fundamentalist Christian schools.

The Independent Schools Association for the Central States, for example, has in recent months revised its membership criteria to clearly outline which kinds of private schools are eligible for membership and which are not; under the new guidelines, most fundamentalist Christian schools are not, officials suggest.

"We haven't had a real problem, but anticipating that we might, we had to take a good, hard look at our standards," said

Continued on Page 14

Fundamentalist schools, such as this one in Maine, are causing independent-schools groups to re-assess membership criteria.

'Explosive' Expansion Is Suggested in Survey

By Cindy Currence

While enrollment in Roman Catholic schools declined by 6 percent from 1980 to 1983, during the same period the number of students attending non-Catholic religious schools increased by 26 percent and the number of students enrolled in private schools claiming no religious affiliation increased by 40 percent.

These are among the preliminary findings of the "National Survey of Private Schools, Fall 1983," conducted by the National Center for Education Statistics.

The national survey also reveals a 12-percent increase in the total number of private schools. In 1980, there were 24,750 nonpublic schools; by 1983, the number had

Continued on Page 13

Church-State Case Will Be Heard By High Court

Federal Aid Effort in Private Schools Is Issue

By Tom Mirga

WASHINGTON—The U. S. Supreme Court last week added another case involving religion and public education to its docket, this time agreeing to decide whether New York City can use federal compensatory-education aid to finance programs in which public-school teachers conduct courses in private religious schools.

The Court last week also turned down an opportunity to re-examine its decision last year barring the use of sex-based mortality tables in the determination of pension benefits. And, in a 6-3 vote, the Justices declined to review a case in which Michigan courts upheld a state "agency-shop" law that allowed the firing of a non-union teacher who refused to pay a service fee in lieu of union dues.

According to lawyers familiar with the New York case, *Secretary of Education* v. *Felton* (Case No. 84-238), the Court is expected to accept the advice of the Reagan Administration and schedule the lawsuit for argument in tandem with *School District of the City of Grand Rapids* v. *Ball* (No. 83-990), a case on its docket involving the use of state and local funds for a similar program in the Michigan city's private religious schools.

Continued on Page 12

Education Department Developing New Measures of Schools

Publication To List Education Resources and Outcomes

By Tom Mirga

WASHINGTON—In an attempt to sustain the current wave of education reform, several divisions of the Education Department are developing a new publication that will provide the public with a means of assessing the schools' progress, using a wide array of indicators of the resources that go into schooling and the outcomes they produce.

The development of the proposed "educational-indicators" publication comes at a time when state leaders say they anticipate increasing pressure from the public to provide proof that multimillion-dollar school-reform projects set in place in recent years are yielding positive results.

Understanding Progress

The project also follows on the heels of a controversial Education Department initiative last fall that provided state-by-state comparisons of such educational characteristics as Scholastic Aptitude Test scores, per-pupil expenditures, and dropout rates. Interviews with those working on the new project suggest, however, that a somewhat different range of indicators of educational progress will be included in the proposed publication.

The publication—the first version of which may be ready for distribution by early next year—"is intended to help educators and policymakers make more informed decisions and to help the public understand progress in and the condition of American education," explained Emerson J. Elliott, administrator of the National Center for Education Statistics and a member of the department's working group on the project.

"The idea is to inform reform," he continued. "If you keep the issues before the public, reform will be self-sustaining."

According to Ronald Hall, a senior policy analyst in the Office of the Undersecretary of Education and a member of the department's working group, the list of specific indicators that the group plans to include in the publication "practically changes from

Continued on Page 13

Education Gets Millions in Last-Minute 'Christmas Tree' Bill

By James Hertling

WASHINGTON—In the middle of the night on Oct. 3, as the 98th Congress neared adjournment, a group of lobbyists and Senators turned the reauthorization for Head Start programs into a legislative "Christmas tree" bearing more than $200 million in new education initiatives.

The bill, which House members also approved last Tuesday, includes provisions for the establishment of a Center for Educational Excellence at Indiana University; a $96-million fund to encourage top students to become teachers; a $24-million program of federal merit scholarships; and a $100-million fund to train school administrators.

The $7-billion Head Start bill, S 2565, was "the last train leaving the station" for education bills that otherwise would have died, said one lobbyist. Among them were:

- $6 million toward the construction of a Center for Excellence in Education at Indiana University in Bloomington, a proposal made by Senator Dan Quayle, Republican of Indiana. An aide said Senator Quayle is likely to request the funds for the center next year in the fiscal 1985 supplemental appropriations bill.

The center would be used as a "national research and training resource" for elementary- and secondary-school teachers and administrators, according to the bill. Among other tasks, the Indiana center would work to develop educational computer software, improve teaching techniques, and upgrade elementary- and secondary-school management, according to Senator Quayle's aide.

- Funds for college scholarships for 10,000 top high-school students who intend to become teachers, and a $10-million fellowship program for teachers, allowing them to take a paid one-year sabbatical.

The bill authorizes expenditures of $5,000 annually from fiscal 1986 through 1990 for each of the 10,000 prospective teachers who would receive these "Carl D. Perkins Scholarships," named for the longtime chairman of the House Education and Labor Committee who died last summer.

Recipients would be required "within the 10-year period after completing the postsecondary education . . . to teach, for a period of

Continued on Page 14

IN SUMMARY

'Alternative Routes'
If Oregon adopts a proposal to allow college graduates without formal training to teach, it will join a growing number of states that are testing such "alternative routes" to certification. **Story on Page 6.**

Alternative Settings
At a second round of regional hearings on teacher education, experts questioned whether the university is the most supportive environment for colleges of education. **Story on Page 7.**

Career Ladders in the States
A new Southern Regional Education Board clearinghouse on career-ladder plans has compiled a list of officials in all 50 states who serve as information sources on incentive plans. **Databank on Page 8.**

Ballot Protest in Michigan
A group of leading education officials in Michigan is protesting a tax-rollback ballot measure the group charges would cripple the state's education system. **Story on Page 9.**

A Widening Spending Gap
The pattern of suburbs spending more on schools than central cities persists, a report finds, and the gap in per-capita education spending between the two locales has grown. **Story on Page 9.**

Delaying a Reform Measure
Mississippi's superintendent plans to ask the state board this week to delay for three years the use of a competency test to determine whether students may graduate from high school. **Story on Page 10.**

On the Asbestos Front
Governor Kean says New Jersey will lead the nation in tough standards for asbestos, and the E.P.A. says it plans to decide on the future of its school program next month. **Stories on Page 10.**

A Bigger Budget for Education
In a separate appropriations bill, the House and Senate approved a record $17.6-billion appropriation for the Education Department in fiscal 1985. **Story on Page 11.**

Associations Column 10
Commentary 16 and 20
Curriculum Column 6
Databank 8 and 12
Events 17
Federal File 11
Letters 14
Marketplace 18

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THE WEEK

FEDERAL

Access to Chapter 2 Information Difficult, Latino Group Finds

A Hispanic advocacy group, maintaining that parents' access to information is essential to community oversight of the Chapter 2 block-grants program, reports that some school districts were reluctant or unable to provide adequate documentation about the program.

The Washington-based group, National Council of La Raza, asked Hispanic groups in 31 school districts across the country that have large Hispanic enrollments to gather information on the effect of Chapter 2 on Hispanic students, on whether school districts were keeping data on their Chapter 2 programs, and on whether such data were made available to the community.

The groups gained access to Chapter 2 information in 17 of the 31 districts, according to the report, which was completed last month.

Some school districts refused the request for information and others obstructed the efforts by asking how the information would be used, La Raza charges in its report. In addition, some of the Hispanic community groups were discouraged from seeking civil-rights monitoring forms or were denied access to the forms, which are by law public, according to the report.

La Raza, arguing that "recordkeeping and reporting requirements for this program need to be strengthened and made explicit," called on the Education Department's office for civil rights to investigate why districts refuse to provide access to public documents and records.

"The precarious educational position of Hispanic children demands that both the federal government and the Hispanic community work to increase local school accountability," the 18-page study concluded.

Senate Committee Holds Hearings On Teen-Age Suicide

More than 5,200 teen-agers killed themselves in 1980, a figure that raised suicide to the third leading cause of death among 15-to-24-year-olds, a member of the American Psychological Association testified this month at a hearing before the Senate Judiciary Juvenile Justice Subcommittee.

"It is not that the problem of adolescent suicide is new, it is that the significance of the problem has only recently emerged," said Alan Berman, a professor of psychology at the American University in Washington, D. C., and president of the American Association of Suicidology.

The hearing was called to investigate the possibility of targeting federal funds for suicide-prevention programs in schools, according to Senator Arlen Spector, Republican of Pennsylvania.

Myra Herbert, coordinator of school social-work services for Fairfax County, Va., told the subcommittee that the Fairfax County Schools began a suicide-prevention program three years ago. Since the program began, she said, the number of suicides has dropped from 20 to 3 a year.

The committee also heard testimony from the parents of a teen-age suicide victim and from a 16-year-old girl who attempted suicide three times.

Marcia Scherago of Burke, Va., whose son killed himself four years ago at the age of 16, recounted the impact of his death, saying she would urge parents to observe changes in their child's behavior that may indicate serious depression. "We do not know how to interpret their behaviors, which usually say more than their words or lack thereof," she said.

"Julie Smith" said she tried to kill herself three times, the first time at the age of 13. "Teen-agers need to be able to talk and trust people, and confide in someone," she said. "Any time someone is feeling suicidal, they should seek outside help. When you talk about things, they tend to shrink in size."

NATIONAL

State of the Family Assessed in Report

American families are changing as fast as, if not faster than, society at large, argues a new report, and families of the future will be radically different from those of today.

The report—"The State of Families 1984-85"—was prepared by Family Service America, the headquarters of a national nonprofit voluntary movement to help families. The study assesses the economic, political, social, and technological trends that affect family life, including crime, housing, and voting patterns, inflation, child care, and family violence.

"There is no obvious path lying ahead for the family," writes R. Morton Darrow, who wrote the report based on his 16 years' experience as a strategic researcher for the Prudential Insurance Company of America. "What is certain is that the family will be facing numerous problems and opportunities that defy easy formulation of plans and programs." Among those problems, the report lists:

- Decreasing self-confidence of parents regarding child rearing and values orientation.
- Increased sharing by families of facilities for child care, physical fitness, meal preparation, and transportation.
- Technological advances leading to decreases in the number of abortions, the average family size, and the number of involuntarily childless families.
- Increasing suburban family problems, particularly for the young.
- Increasing violence within the family, as well as increasing intervention by social-service institutions.
- Increasing values indoctrination within schools that will involve family groups in heightened controversy and litigation.
- A revision of school curricula to reflect the multitude of family structures.

Copies of the report are available for $11.25 from Family Service America, 44 East 23rd St., N.Y., N.Y. 10010.

Nationwide Network Of Computer-Training Centers To Open

A former teacher next month will launch a nationwide network of private computer-training centers for elementary- and secondary-school teachers that will involve 90 schools in 49 states.

In its first year of operation, the National Computer Training Institute, an independent for-profit company, expects to train between 24,000 and 32,000 teachers, or about 1 percent of its primary market of 2.4 million kindergarten through 12th-grade teachers, according to Bruce Fredrickson, a former teacher and the founder of N.C.T.I.

By the end of 1985, the company, which is headquartered in Fremont, Calif., plans to have 200 training centers in place, Mr. Fredrickson said.

Each center will be staffed by two professional teachers and equipped with 15 personal computers and software lent by the International Business Machines Corporation. The centers will be electronically linked through the telecommunication services of The Source, a subsidiary of Reader's Digest Association Inc.

The Source, a computer timesharing, networking, and information utility, will be used to update course material, provide communication between the training centers, and instruct teachers about telecommunications.

The initial 45-hour course provided by N.C.T.I. will cost $195 per person, according to N.C.T.I. officials.

According to Mr. Frederickson, 180 teachers nationwide were recruited to serve as instructors in the program. The training centers, he added, are established at the schools in which they teach and will be used as computer laboratories during school hours.

Supreme Court Agrees To Weigh Use of Federal Aid in Private Schools

Continued from Page 1

The New York dispute arose in 1978 when six parents filed suit in federal district court against the city school board alleging that its provision of Title I compensatory-education aid to private-school students had the potential for the unconstitutional entanglement of church and state.

Under the program, Title I funds were used to pay the salaries of public-school teachers conducting courses in private schools and for materials used during those courses. The teachers were under the supervision of field supervisors employed by the school board, and the teaching materials were kept locked in storage closets when not in use.

U. S. District Judge Edward R. Neaher upheld the constitutionality of the program in October 1983, but the U. S. Court of Appeals for the Second Circuit reversed his decision last July. *(See Education Week, Aug. 22, 1984.)*

In its opinion, the appeals panel said it did not doubt that the program "has done much good," adding that it most likely represented the best way for the school board to carry out Congressional mandates to provide private-school students with Title I aid. Nonetheless, the panel said it was compelled by Court precedents to rule that such programs necessarily violate the Constitution's prohibition against state establishment of religion.

The Reagan Administration encouraged the Justices to accept the case for review last August, stating that the facts of the case "furnish no basis for concluding that New York City's Title I program fosters a constitutionally impermissible degree of entanglement between church and state."

Public-school teachers who conducted courses in private schools "did not further the religious mission of those schools at any time," the Administration argued. "They taught secular subjects and there is no evidence that they ever injected religious material into their classes."

Sex Bias in Pensions

In other action on Oct. 9, the Court declined for the second time in two years to hear arguments in *Teachers Insurance and Annuity Association and College Retirement Equities Fund* v. *Sprit* (No. 84-50), a case concerning the use of sex-based actuarial tables in the determination of pension benefits. At issue this time was the question of the point in time at which the nonprofit insurance firm would be required to discontinue paying benefits based on such tables.

The case has been of interest to educators because employees of more than 3,400 schools, colleges, and education organizations participate in T.I.A.A.-C.R.E.F. retirement plans.

In July 1983, the Court held in a related case, *Arizona Governing Committee* v. *Norris*, that Arizona's public-employee pension system ran afoul of Title VII of the Civil Rights Act of 1964 because it paid smaller periodic pension benefits to female employees than to male employees. *(See Education Week, July 27, 1983.)*

Justification for Benefits

The state system, as well as T.I.A.A.-C.R.E.F. and most other private retirement systems, had justified the payment of smaller periodic benefits to female retirees because women as a group tend to outlive men. Thus, over the course of a lifetime, men and women would tend to receive equal pension benefits, the retirement systems argued.

In *Norris*, the Court held that after Aug. 1, 1983, contributions made to pension plans would have to be calculated on a sex-neutral basis. It refused to apply its ruling to benefits paid into pension systems prior to that date because to have done so would have been "both unprecedented and manifestly unjust."

On the same day they decided *Norris*, the Justices ordered the U. S. Court of Appeals for the Second Circuit to rehear the T.I.A.A.-C.R.E.F. case. In September 1982, the appeals panel had upheld a lower court's order requiring the insurance company to begin calculating pension benefits on a sex-neutral basis after May 1, 1980.

Retroactivity Allowed

Last May, the appeals court reaffirmed its 1982 ruling, stating that the Aug. 1, 1983, cutoff date set in *Norris* was not intended "to bar retroactivity in the circumstances of this case."

T.I.A.A.-C.R.E.F. unsuccessfully argued that, if allowed to stand, the appeals court's ruling "would devalue every pre-August 1, 1983, contribution made by hundreds of thousands of male participants in the system."

"*Norris* squarely rejects retroactivity," the insurance company said in papers asking the Court to accept the case. In failing to comply fully with the Court's decision, the appeals court "failed to apply the fundamental teaching of *Norris* that retroactive relief will not be imposed where inequitable," it said.

'Agency-Shop' Rule

In *Jibson* v. *White Cloud Education Association* (No. 83-1816), a divided Court decided not to review rulings by the Michigan Supreme Court and lower state courts that an affiliate of the National Education Association can force a local school board to fire a tenured teacher who refused on First Amendment grounds to pay the union a service fee equivalent to membership dues.

The teacher claimed that he had no guarantee that his service fee would not be used for activities to which he was philosophically opposed. The union successfully argued that payment of such fees is required under the state's public-employee "agency-shop" law.

Associate Justices Harry A. Blackmun, William H. Rehnquist, and John Paul Stevens disagreed with the Court's majority, saying that they would have noted probable jurisdiction and would have scheduled the case for argument.

Last month, the U. S. Court of Appeals for the Seventh Circuit ruled in *Hudson* v. *Chicago Teachers Union* that a similar agency-shop agreement between the union and the Chicago Board of Education violated the First and 14th Amendments because it did not set up a grievance procedure for employees who believed their union dues or service fees were being misused. *(See Education Week, Sept. 26, 1984.)*

A spokesman for the American Federation of Teachers said the union planned to ask the Court to review the *Hudson* case.

DATABANK

Distribution of Course Grades by Subject, Selected Student Characteristics, And Grade Level: 1980 Sophomores Who Graduated by Fall 1982

		Subject												
		Total	English	Math	Social Science	Physical Science	Biological Science	Foreign Languages	Business	Trade and Industry	Home Economics	Arts	Personal	Other
Characteristic	**Course Grades**	(all numbers in percent)												
Race/Ethnicity:														
Black	A	18.0	11.0	10.5	13.7	12.1	11.7	18.7	13.3	18.8	19.1	34.3	32.8	18.7
	B	28.2	27.6	21.9	26.1	25.5	23.6	26.4	30.6	29.7	35.2	33.2	31.2	29.8
	C	29.6	34.5	31.0	32.3	34.6	32.2	26.5	29.6	32.0	28.2	20.0	22.5	30.3
	D	19.6	22.4	28.7	23.2	23.3	26.0	21.2	21.6	15.8	13.8	9.6	10.5	17.4
	F	4.6	4.6	7.9	4.8	4.5	6.5	5.2	5.0	3.6	3.7	2.8	2.9	3.7
White	A	27.3	19.6	18.6	22.1	20.3	20.2	28.0	24.5	23.2	30.3	48.9	41.9	28.4
	B	34.2	36.1	30.6	33.3	35.2	31.6	33.6	35.7	36.1	38.7	31.2	34.2	35.2
	C	25.2	29.1	29.6	28.0	29.2	30.9	25.0	26.7	27.7	22.3	14.1	17.3	24.9
	D	11.4	13.3	17.8	14.6	13.3	14.9	11.3	11.2	11.4	7.6	4.7	5.4	10.1
	F	1.9	1.9	3.5	2.0	2.0	2.4	2.2	2.0	1.6	1.1	1.1	1.3	1.4
Others	A	17.8	5.9	3.1	1.9	5.9	-	13.6	18.2	60.0	40.0	52.8	29.1	15.6
	B	34.7	27.9	25.0	52.8	17.6	22.2	13.6	31.8	33.3	40.0	30.6	47.3	40.0
	C	26.1	41.2	37.5	30.2	11.8	27.8	40.9	22.7	6.7	20.0	8.3	18.2	22.2
	D	17.6	23.5	21.9	15.1	35.3	38.9	22.7	27.3	-	-	8.3	3.6	22.2
	F	3.8	1.5	12.5	-	29.4	11.1	9.1	-	-	-	-	1.8	-
High-School Type:														
Public	A	25.5	17.5	17.3	19.2	19.7	18.6	29.5	22.2	21.9	26.9	45.7	39.2	25.9
	B	30.8	31.7	26.7	29.0	31.8	28.3	30.4	32.6	34.0	36.4	29.3	32.0	31.0
	C	26.0	30.0	29.0	29.4	28.4	29.5	23.6	27.4	29.0	24.5	16.5	19.0	26.5
	D	14.5	17.5	21.2	19.0	16.8	19.2	13.1	14.4	12.9	10.1	6.6	7.6	13.6
	F	3.2	3.3	5.8	3.4	3.3	4.4	3.4	3.4	2.2	2.1	1.9	2.1	3.0
Catholic	A	23.0	16.2	15.0	20.4	15.5	15.6	24.0	18.8	24.1	23.9	37.9	39.7	25.2
	B	35.3	36.8	30.0	34.4	32.9	31.4	33.3	37.6	34.7	39.0	38.9	35.3	37.3
	C	28.0	32.3	31.9	29.8	34.0	34.1	26.9	29.9	28.0	27.3	17.7	18.5	26.7
	D	12.4	13.5	20.1	14.0	15.7	17.2	13.7	12.5	12.3	8.8	4.9	5.9	10.1
	F	1.3	1.2	3.0	1.4	1.9	1.7	2.1	1.2	0.8	1.0	0.7	0.7	0.6
Other Private	A	25.6	17.0	18.5	20.4	19.2	19.6	24.7	26.6	27.8	28.6	49.4	49.7	27.7
	B	38.4	41.8	33.6	41.5	36.3	35.5	38.2	36.1	43.3	39.2	38.5	34.4	40.0
	C	25.2	29.4	31.0	26.8	30.6	31.8	26.0	24.5	18.6	18.0	10.0	12.6	23.4
	D	9.7	10.7	14.5	10.5	12.2	11.6	10.0	11.7	9.3	11.8	1.7	2.7	8.0
	F	1.2	1.1	2.3	0.8	1.6	1.6	1.1	1.1	1.0	2.4	0.3	0.6	0.9

Source: Unpublished tabulations developed using publicly released data from *High School and Beyond*, developed by Jeffrey A. Owings and William B. Fetters.

Researchers at the National Center for Education Statistics have compiled the first comprehensive assessment and breakdown of secondary-school students' grades, drawn from "High School and Beyond," the federal government's major longitudinal study of some 27,000 students nationwide.

The data, which will be analyzed in an upcoming N.C.E.S. publication, are likely to be a "benchmark" for further studies, said one analyst in the agency.

The grades are broken down by field of study and by numerous student characteristics, including ethnicity, type of school, type of community, and parents' educational level.

The data show, among other things, that students' grades are directly related to their parents' income level; that students who live in suburbs of more than 50,000 people get the most A's and the fewest F's; that students who live in the Pacific region earn a higher percentage of A's than others; and that students from the Mid-Atlantic region get more F's than others.

Ohio Coalition Protests Aid Reforms

Continued from Page 5

"Here in Princeton, we have a 5-mill levy on the ballot in February," he said. "What are our voters going to say? We'll go to them and say, 'We need money,' and they'll say, 'What? We just gave you a 90-percent increase in income taxes and you also have the state lottery.' So we have a dilemma."

William Phillis, assistant superintendent of finance for the Ohio Department of Education, acknowledged that finding a solution to help the 138 districts will be difficult because of variations in their financial situations. "We understand the problems these districts face and we want to work with them in resolving their problems," he said. "We almost have to look at those districts individually and try to come up with a solution. Quite frankly, in many cases, the solution is at home with a local property-tax increase and that, of course, is repugnant to local taxpayers."

The Ohio Board of Education is expected to make its recommendations to Gov. Richard F. Celeste for the 1986-87 biennium in December. Mr. Phillis said he expected that report will recommend "essentially the same funding mechanism, increasing the level of funding in the foundation program."

On the issue of a guaranteed growth rate from the state, he said, "If the state goes in that direction, there would be less dollars available to the foundation program. The public-policy question is, if the state has additional dollars, does it put those dollars into districts that have an inordinately high spending per pupil, and concentrate wealth in those districts, or does that state put money into those districts that do not have the wealth to bring the expenditure up. There isn't any one answer for that."

"We're obviously taking into consideration the problems this group has pointed out and so at this point the whole thing is fluid," Mr. Phillis added. "We have an obligation to be responsible to the needs of all the districts, and so we're far from finalizing that report."

Two bills now pending in the Ohio House of Representatives call for the state to increase aid to local schools by as much as 21 percent—the cumulative inflation rate—in districts where revenues have grown by less than that percentage since 1981.

The bills would also erase the tax breaks in tangible-property-tax collections and, instead, grant relief to businesses on corporate franchise taxes and income taxes—state taxes that have little direct effect on school budgets.

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